EMPLOYEE PERFORMANCE APPRAISAL: ITS IMPACT ON MORALE AND PERFORMANCE IN THE KATSINA STATE CIVIL services

BY

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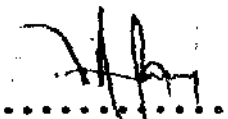
D E D I C A T I O N

TO MY CARING PARENTS AND ALL PEACE LOVING PEOPLE OF THE WORLD.

D E C L A R A T I O N

I, DALHA RUFA'I ADAMU, HEREBY DECLARE THAT THIS THESIS IS THE PRODUCT OF MY OWN RESEARCH WORK AND THAT IT HAS NOT BEEN PRESENTED IN ANY PREVIOUS THESIS FOR ANY DEGREE.

IT IS ALSO DECLARED THAT BOTH PUBLISHED AND UNPUBLISHED ARTICLES DIRECTLY USED IN THE THESIS ARE APPROPRIATELY ACKNOWLEDGED BY MEANS OF REFERENCES.



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DALHA RUFA'I ADAMU

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DATE

C E R T I F I C A T I O N

THIS THESIS ENTITLED "EMPLOYEE PERFORMANCE APPRAISAL: ITS IMPACT ON MORALE AND PERFORMANCE IN THE KATSINA STATE CIVIL SERVICE" BY DALHA RUFA'I ADAMU MEETS THE REGULATION GOVERNING THE AWARD OF MASTER OF PUBLIC ADMINISTRATION OF AHMADU BELLO UNIVERSITY AND IS APPROVED FOR ITS CONTRIBUTION TO KNOWLEDGE AS CERTIFIED BY THE UNDERSIGNED.

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A C K N O W L E D G E M E N T

To undertake a study of this nature without getting a helping hand from any body is almost impossible. It is in this regard. I feel compelled to acknowledge in writting the contributions of various individuals towards this academic exercise. Compiling the work into this State is no doubt an undertaking that necessarily involved many hands. Indeed, valuable time of many busy persons was employed to accomplish the task.

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A B S T R A C T

This study examines the impact of employee performance appraisal on morale and performance of Katsina State Civil Servants. The study is no doubt inspired by the fact that there was a growing concern among the citizens of the State on the commitment of the civil servants to the over all development of the State. The State, being at its infant stage is very much in need of dedicated civil servants who will direct its affairs towards a position that befits the status of a state. One of such areas of great concern to the Katsina State Government and indeed a sizeable proportion of the people of the State is centered around the commitment of civil servants towards the development of the state.

Hence, in an effort to tackle these problems, a number of factors have brought themselves to bear or have at one time or another been put in place to curb the problem of an alleged saying morale amongst the state workforce.

While conducting this study, I number of issues that have to do with employee morale and productivity were examined with a view to coming up with something that could explain the said low morale among civil servants.

The area, this study addresses itself to, that is employee performance appraisal is an area that management of the truism that scholars have shown so much interest in.

This is because of the truism that no organization could' afford to disregard effective employee management and developmento

The thesis is divided into five chapters. The first chapter dwells on the background of the study. It presents a statement of the problem, aim of the study, significance of the study, hypotheses, scope and limitation of the study and methodology.

Chapter two contains literature review and the theoritical framework. The relevance of literature review to the study is also presented under the chapter.

The structure and functions of the Katsina State Civil Service as well as the evolution of employee performance appraisal and its apparationalization in the Katsina State Civil Service are treated under chapter three.

While chapter four focuses on the presentation of the data collected for the study and its analysis.

In conclusion, chapter five presents conclusion, summary of major findings and recommendations.

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CHAPTER I

EMPLOYEES PERFORMANCE APPRAISAL: ITS IMPACT ON MORALE AND PERFORMANCE

1.1 STATEMENT OF THE PROBLEM:

The subject matter of performance appraisal is a very wide one that could hardly be completely covered by a study of this nature. The purpose of carrying out such an exercise, is to allow a superior to evaluate the performance of a subordinate with a view to establishing how well he has performed on his job for the purpose of correcting shortcomings and encouraging employee by way of raising his standard of performance of his official duties to an acceptable level of proficiency.

It is to be stated here that in any human grouping, performance appraisal exist and it is always carried out knowingly or unknowingly. It is not in doubt an evaluation of the potentials of an employee is necessary at the time of his employment and on a regular basis during the tenure of such an employee. In a nutshell, it is an exercise that is beneficial to both employer and an employee.

It is mostly acknowledged by Management Scholars that the main concerns of a manager are three.

They are:-

(i) a manager must plan.

(ii) a manager must execute; and

(iii) a manager must review.

J.P. Parker in an article titled "The Management process" reiterates that the least understood of the three basic activities or functions of the manager as enumerated above is review or appraisal. This appraisal is focussed on the managers most important resource - people.[1]

> ... In carrying out this function, a manager either seizes the opportunity to construct a management organisation soundly conceived and carried out along practical social and motivational principles, or in failing this, creates for himself a work-force with sagging morale. A realistic appraisal scheme is one means of helping an organisation and the individual managers use it to identify the performance levels of people and areas that need improving.2

According to Stahl "reward, discipline, advancement, assignment, utilization all depend on evaluation.[3] This underlay the importance of performance appraisal scheme.

The subject matter of performance appraisal has been defined in several ways. One of such definitions which I view as comprehensive enough is the one offered by the United States Office of Personnel Management. It views the concept as follows:-

> All periodic written assessment of job performance measured against responsibilities, goals and/or tasks, specific duties assigned and agreed to as well as identification of strengths and weaknesses training or development needs.4

From the foregoing, the efficacy of employee performance appraisal scheme as a continuous and regular

process of reviewing performance level of employees towards the overall progress of the organization needs not be emphasized. So is its role in providing necessary feedback for improved performance and job satisfaction.

At this juncture, it becomes pertiment to say that the search for a result oriented civil service for a developing nation like Nigeria cannot be overemphasized. This could be explained by the fact that the private sector that plays a leading role in the economics of the capitalist countries. The obvious vacuum created by the absence of a well established private sector called for the intervention of governments to spur and champion the cause of development. As such, the dominant role being played by the civil services in Nigeria and most developing countries must be understood within this perspective.

In Nigeria, since independence, various reforms were initiated and executed with a view to properly shaping the civil services to carry out successfully the role for which they were established. These reforms, however, have to a great extent proved to be ineffective. Closely related to this, are the various attempts made aimed at improving the technique used in reporting employee performance. The ultimate objective of these reforms was to raise the potential of employee by way of helping him realize to a greater extent his capabilities while stirring to achieve the organisational goals. These

attempts which among others has improving the technique used in reporting employee performance were looked at as necessary mechanisms needed to be employed to make the civil services result oriented. This is because with the attainment of political independence in 1960, the civil services inherited from the Colonial overlords were confronted with a more complex role than just maintenance of law and order. The civil service was expected to play a much more dominant and challenging role of providing the necessary stimulus for development. This must have necessitated the creation of states.

Katsina State Civil Service as well shall see in greater details later in this study, came into being on 23rd September, 1987. The immediate problem the new state was confronted with was the need for obtaining and maintaining skilled and unskilled personnel to man the civil service. Hence, the new state had to employ a number of measures to enable it not only obtain such much needed man-power but also introduce some delibrate measures aimed at retaining such personnel to avoid high staff turnover. It was understood that, for the state to make any appreciable progress it could not afford to ignore assessing the effectiveness of its staff with a view to maintaining high standard of morale among them.

Among such measures taken to make the civil service a result oriented one was the introduction of the Best Civil Servant of the year competition.

The objective of the competition as explained by the Civil Service Commission was "promote or incalcate the spirit of healthy competition, reward excellence, and provide a forum for an objective assessment of the past year within the rank and file of the Civil Service."[5] Thus, suitable modalities were put in place culminating in the emergence of the best civil servant of the year in each Ministry/Department and Parastatals. The following steps were adopted:-

(a) Each Ministry/Department and Parastatals through their respective Personnel Management Boards will select its own best civil servant of the year considering such traits as performance, initiative, efficiency etc.

(b) Those Civil Servants who emerge as the best civil servants from each of the Ministries/ Departments will go a step forward to compete among themselves for the emergence of the best civil servant of Katsina State Public Service.[6]

Prices were given to the Zonal and State best civil servants of the year. The prices according to the organizers of the competition were to stimulate high standard of performance of duty by civil servants in the State. Such was the concern for increased productivity of the civil service.

To butress this concern for a result oriented civil service, during one of the meetings of a Crisis Management Committee set up by Katsina State Government, It was resolved that "Ministeries attention be drawn on filling of APERS (Annual Performance Evaluation Reports) to Officers to be very coutious on grading."[7] Thus, important as employee performance appraisal is to the overall progress of the organisation. Sometimes it is said not be carried out with the required vigour and objectivity. It is also said to be married by one or more of these negative elements; favouritism, ethnicity, socio-political and religious biases.

Yet, again, employee appraisal is considered as one of the most problematic components of personnel management. Suffice it to say that performance appraisal is shrouded in problems that a common criterion for reporting employee appraisal that could satisfy the yearnings of both the employee and employer is yet to be evolved. All the techniques so far evolved have drawn a number of criticisms to the extent that to advice any organization on the use of any one of them to the detriment of the others could be mis-leading. Hence, a universal approach or method of reporting employee performance that commands general acceptability of both the employee and his employer can be said to be one of the banes of personnel management, the World Over.

This problem was recognised by Stahl when he states that:

> The central problem seem to be two fold: (1) Finding the ways to appraise and report
> 9 performance that are meaningful and useful in their impact on the work to be done.
>
> (2) Finding the way to carry on the process and apply its results in full recognization that the process itself is a prime factor affecting employee motivation and morale. The second is the principal object of debate, inquiry and soul searching. Most managers (and employees, for that matter) would probably agree that evaluation should (a) Maintain or improve performance, not retard it, (b) Support supervisory responsibility for the ultimate effectiveness of the work performance and (c) assure reasonable equity in human relationship.8

The open reporting system currently in use in the civil services of the country (introduced in 1976) has drawn a number of criticisms. Most of these critisms have got to do with the socio-cultural and political setting of the country that affect not only the smooth functioning of the open reporting system but personnel management and many other related fields of study in the country. Some of these problems associated with the system are as outlined below:-

(a) Lack of objectivity on the part of the reporting officers who may have personal interests to serve.

(b) poor knowledge of the rateesand their jobs by many of the reporting officers.

(c) Fear of repraisal by some raters in the case of adverse reports issued on some ratees.

(d) Occasional refusal to sign an adverse report by the subordinate staff.

(e) In difference on the part of some raters who just steer a middle course in reporting on ratees - thus not much commitment on the part of raters.

(f) Sole reliance on it for promotion, etc.

Perhaps, one may be right to say that it was with the above alleged limitations of the open reporting system in mind, that the Presidential Task Force, on the Implementation of the Civil Service Reforms made the following recommendations.

(i) The present APER (Annual Performance Evaluation Report) should be replaced with one which emphasizes concrete and measurable performance rating.

(ii) A new evaluation scheme be introduced based on four criteria, suitably weighted and differentiated between categories of staff, The four criteria

are: Actual performance compared with prescribed performance standards. Character traits, attendance and punctuality at work and leadership performance.

(iii) The actual evaluation of an officer will take form of awarding him marks in respect of the four criteria based on the weight attached to each criterion.[9]

Another major problem in the appraisal system in the civil services in particular that of Katsina State our major area of concern is that there are no standard criteria (such as set objectives or standards to be accomplished) by the employee. That is to say there is no definite basis on which the performance of employees will be measured against. This definitely leaves a wide vacuum in the system.

A basic question of interest to many observers is whether Annual Performance Evaluation Report has effectively worked out as an operationally viable weapon for enhancing the morale and performance of civil servants in the geo-political entity called Katsina State.

1.2 Aim and Objectives of the Study:

The need for a study of this nature on the subject matter especially at this material time when a bold attempt at reforming the civil services is being implemented cannot be over emphasized.

This is moreso, as performance assessed through APER that formed the bedrock of promotion in the civil service no longer prevails. It has now been combined with other consideration (such as interview, examination). To that end, an examination of the system of performance appraisal and an analysis of its operationalization in the civil service is a worth while exercise. Moreover, as at the moment, unless for a limited number of articles that have appeared in some management journals and the public service review commissions reports (mainly Udoji and the report of the Presidential Task Force on the 1988 civil service reforms) hardly any major work is available on employee appraisal practice in Nigeria. From all available information, there does not seem to exist a well articulated analysis or compilation on this segment of Personnel Management in Nigeria.

It is also the aim of this work to either confirm or debunk the notion that the open reporting system otherwise known as Annual Performance Evaluation Report introduced in 1976 is a contributory factor to the alledgedly sagging morale and resultant loss of productivity the Katsina State Civil Service is mostly associated with. Similarly, the work has cast a serious look at whether the appraisal system has served as a devise of encouraging employees to direct their energies towards an efficient allocation of available resources and employee development in Katsina State.

Its impact on employee morale and performance has also been subjected to a close examination.

To sum up, this study has focussed its attention on the procedure of employee performance appraisal and has seen the extent it has satisfied the yearnings of the employee. That is to say it has attempted to answer the following questions; has the present employee appraisal scheme in Katsina State contributed towards boosting employee morale or otherwise? Has it also helped towards improving employee performance or not? These two questions are central to any soundly conceived and operated appraisal system as the evaluation itself is meant to boost employee morale towards greater productivity and not to dumpen it.

Finally, it is the aim of this study to provide an impetus for further research in the subject matter of performance appraisal in the Katsina State Civil Service and elsewhere. It is worth nothing that important as it is to any human grouping, the civil service must be informed of the strengths and weaknesses of the appraisal system with a view to taking appropriate action - such as reforming the format or if found wanting changing it with a new one, since a sound appraisal system is very vital for effective management and employee development.

1.3 Significance of the Study:

The significance of this study is that both employer and employees especially in the Katsina State Civil Service, the present and future students of personnel management and general readers will benefit from the modest attempt at intimating them with the result of this research endevour.

It is hoped that what is presented as the outcome of this modest but complex endevour will serve as a catalyst for further research that will go a step further to strengthen the employee appraisal scheme for a corresponding improvement in employee morale and performance.

The analysis of data presented here, therefore, seeks to provide not merely details of existing practices but also to go further in intimating anyone that may have the time to go through this work which is a brief but concise product of an emperical undertaking.

It is equally hoped that this study will contribute in making the system more meaningful and, therefore, result oriented. This is born out of the truism that Katsina State being one of the newest states of the Federation and in a dare need of competent hands to champion the mantle of leadership to achieve greater heights. A study of this nature on a state faced with the aforementioned problems is no doubt desirable.

1.4 Hypotheses:

The following hypotheses were used as a guide to the study. They are:-

1. Katsina State Civil Servants are dissatisfied with the employee appraisal scheme.
2. As a consequence of hypothesis 1 above, employee performance appraisal has not been able to serve as a catalyst for improved performance.

1.5 Scope and Limitation:

The study, as suggested by the title is not confined to the Katsina State Civil Service. As we have earlier on noted, the subject matter of employee performance appraisal is very wide as such the study is limited to the impact of Annual Performance Evaluation Report (open reporting system) on the morale and performance of employees drawing our sample from some selected Ministries/Departments of the Katsina State Civil Service. The limitation of the study to the impact of the appraisal system on the morale and performance of civil servants in Katsina State is necessitated by a consideration of time and resources. The study is as well limited to the period 1987 to 1990. The justification for the choice of this period of three years is to enable the researcher have access to files of staff that form the sample for the study.

It is felt that widening of the period would create unnecessary delay as some of the staff in the service then might have now left the service for one reason or another and access to their files may constitute a big problem. This also mean that the period when the confidential reporting system was in use in civil service of Nigeria is not covered by the study.

1.6 Research Design and Methodology:

Having identified the problem, it is now essential or even necessary to sketch out how the study was conducted. This, therefore, leads us to the issue of the research design and methodology. This will involve identification of the procedure for data collection, statistical analysis and reporting of data as well as a complete framework.

As the title of this study suggest, the Katsina State Civil Service constitutes population for the study. The independant variable is the employee performance appraisal better known in the Nigerian Civil Service as the Open Reporting System or the Annual Performance Evaluation Report (APER). The effect of the independant variable (employee performance appraisal) on the dependant variables (morale and performance) were subjected to empirical study. In doing this, care was taken to control all other factors that can directly or indirectly affect employee morale and satisfaction.

In executing the study, the following techniques of data collection were employed. They are:-

1. Questionaire,)
2. Interviews, and) - Primary data
3. Content analysis,) - Secondary data.

These data collection techniques were were used to enable the researcher have a wide and adequate coverage of the population studied. Questionaires were distributed to some selected Ministries/Departments; in doing so, the researcher used his prior knowledge in identifying the Ministries/Departments studied. In other words, quota sampling was used; Quota sampling is of course a method of stratified sampling in which the selection within each strata is non-random. Interviews were as well used: They were conducted with some selected officials who by nature of their jobs have some knowledge of the conduct of the appraisal scheme that proved to be very vital for the study. This was equally used in obtaining information from semi-literate and illiterate staff. This became necessary as this category of employees will not be able to grassp or even read and properly understand the contents of a questionaire. Content analysis was done so as to enable the researcher have some insight into documented employee appraisals in the files and what they have been used of. That is to say whether they have been used for employee promotion or any other personnel matter or simply kept in the file for the filling sake.

The later data collection techniques (that is interview and content analysis) enabled the researcher to straighten certain issues which would not have been adequately taken care of by the questionaire. This is moreso as there are questions that may not be morally right to be asked using questionaire.

1.7 Plan of the Thesis:

The study is broadly divided into five chapters. The first chapter which constitutes the introductory part of the work comprises of the following; Statement of the problem, aim of the study, significance of the study, hypotheses, scope and limitation of the study and methodology.

Chapter two is devoted to literature review and theoritical framework. This chapter presents a synthesis of the major studies carried out on the subject matter. The relevance of the literature review is also outlined. It is also under this chapter that theoritical framework is treated.

The structure and functions of the Katsina State Civil Service as well as the evolution of employee performance appraisal scheme and its operationalization in the civil service of Katsina State is presented under chapter three.

Chapter four is solely devoted to presentation of the data collected for the study and shows the analysis and interpretation of the said data.

Finally, chapter five presents conclusion, summary of major findings and recommendations.

FOOTNOTES

1. J.B. Parker, 1970) in Alex Oji Performance Appraisal in the Public Service - Definition and Clarification of concept: P.I., Unpublished.

2. Ibid., e.g J. B. Parker.

3. G. O. Stahl Public Personnel Administration, 7th Ed., Harper and Raw Publisher, New York 1976. P. 206.

4. Alex Oji, Ibid., P.2.

5. Circular No. Gen. 81/VOL.I/27 of 29th August,1990 Best Civil Servant of the Year, Department of Establishment and Training P.3.

6. Ibid., P.4.

7. Circular on Crisis Management Committees, Military Governor's Office, Katsina. P.2.

8. Stahl Ibid., P. 206.

9. Main Report and Summary of Recommendations, Presidential Task Force on the Implementation of the Civil Service Reforms. Federal Government Printer, Lagos, 1988. P.14.

CHAPTER II

LITERATURE REVIEW AND THEORITICAL FRAMEWORK

2.1 Literature Review:

Having provided this background information on the basic issues for this study and for a better understanding of the institutional arrangements involved and at the same time enhancing our knowledge of the employee performance appraisal scheme, the world over, it will be useful if a review of the existing literature on the subdiscipline is made. We have already noted that employee performance appraisal in Nigeria has not attracted much scholarly interest from many quarters. We must, however, confess that the subject matter is very wide and has attracted a lot of literature written mostly by American and European scholars. As such, we shall contend ourselves with only the issues that are of immediate concern to this study. This will enable us have a grasp of the major works on the subject matter.

As we have said earlier, an appraisal of the employee is undoubtedly necessary at the time of his employment. However, an appraisal on continuing basis during the working life of such an employee is also desirable and useful. Employee performance evaluation is constantly being done although a times at an unconcious level. Employees evaluate superiors, fellow colleagues and subordinates. What is needed (in all organisations

and inrespective of their sizes and mode of ownership) is to generate proper control and formal procedure for evaluating employee performance. Appraisal systems especially when properly formulated can be very vital for effective management and for employee development. Stahl assets that;

> No organization can escape making judgements about the behaviour and effectiveness of members of its staff. Assignment, advancement, reward, discipline utilization and motivation all depend ultimately on such judgements, whether they are simply implicit in the decisions and actions of management.1

Beach on his part perceives performance appraisal as a "systematic evaluation of the individual with respect to his performance on the job and his potential for development."[2]

Ubeku notes the principles of performance appraisal as follows:

> It should be focused on the performance of the employee on the job and not the employee himself. What should matter is results, what he is paid. Where personality is involved - choose only aspects that affect his either achieving or not achieving his results. It is a means of developing the employee on the job. Consequently, appraisal should be approached with the intention of strengthening strong points and enabling the employee improve on the weak ones. Avoid personal prejudice ... (it) breeds unhealthy atmosphere and distrust creeps in.3

Closely related to the principles of performance appraisal is its philosophy which Baylie et al aasert it

should be based on the philosophy of the particular organization. For example, if an organization or enterprise is highly structured and authoritarian - a lossely structured and participative appraisal system would fail. HOWever, if the organization allows free participation of staff in its poliey making, the "open door" approach would be more successful.4

According to Beatty research findings reveal that the most effective programmes allow participation in the development of the performance appraisal criteria and provide for feedback rating to ratees. This participative apprach helps in gaining ratee commitment to the goals of the programme and help the employer to know the ratee problems.[5] "participation also would communicate desired levels of performance, just what has to be done to receive a good performance appraisal from raters".[6]

A similar view to the above is that cited by Wraith of the British Servive Department, whereby the appraisee is allowed to participate, to the extent of even job description. Where a common agreement is secured, then a joint statement is signed to that effect. Example from British post office, British Gas and British Airways indicate that the "open door" approach both in setting the goals and job description has yielded result generally on the overall performance appraisal exercise.[7] Furthermore, Ujiagbe notes that the fundamental banes of modern

appraisal method are:

(a) Performance oreintation

(b) Focus on goals or objectives (result)

(c) Mutual setting of goals by the superior; and subordinate officers.[8]

A summary of the objectives and uses of performance appraisal from Ugiagbe, Wraith and Baylie et al respectively are as follows:

1. It satisfies the allocation of available resources in a dynamic system.
2. It is a process by which employees are rewarded.
3. It gives employees feedback about their work.
4. It tends to establish fair relationship among various persons in a working evironment.
5. It aids the process of coaching and councelling of the subordinate by his senior officer.[9]
6. It helps to reduce employee greievances, when information is supplied during grievance interviews.
7. It helps to achieve progress and improvement following a fair review of past performance and agreement on future objectives.
8. It helps in assessing training needs and bring about individual and group development.[10]
9. To identify employees for layoff or recall.

10. To determine the need for disciplinary action.[11]

These may not be the only objectives and functions of performance appraisal, however, they seem to be the major ones. Thus, performance appraisal serves administrative purpose, performance improvement and research for future development and training.

The question of when to evaluate staff depends on the type of organization and the cadre of staff. However, the general view from the literature is that newly employed staff are likely to be more frequently assessed than experienced and long serving staff. Most employers find it convenient to appraise their staff annually. In the Nigerian public service, performance appraisal for confirmed employees is done once in a year.

Stahl asserts that, it is better to focus performance appraisal on specific events instead of waiting for the calender year. He gives the following examples: "When new hands are employed, when there is a re-organization, when technology has changed, and when there is an annual performance either excellent or too poor."[12]

It has been generally accepted that it is the ratee's actual performance on the job, and not himself, that should be appraised. This sounds logical, but the traditional rating systems give more emphasis on personal traits.

and characteristics of employees rather than the actual performance on the job during the period under review. More attention was therefore placed on integrity, initiative, dependability and the like. However, in the new trend, there is a shift from the personal trait to the actual performance. Stahl notes that "the alternative... ...nowadays, is...actual and concrete... behaviour on the job without trying to translate this into a picture of the employee's personality... This approach is... consistent with the concept of management by objective (MBO) wherein evaluation is concentrated on results, not just on technique".[13] Thus, appraisal must be based on the ratee's actual work, on the quality and quantity of his production.

There are many methods of evaluating employee performance. The choice of any one of them depends on what the employer intends to achieve. Stahl records them as follows:

1. Production Records - This is said to be suitable for evaluating typists, file Clerks, voucher auditors, claims examiners and machine operators.
2. Man to man comparison - This started during the first world war by the armed forces. Its fault is that it concentrated on traits other than tasks.
3. Rating Schedules: This consist of listed factors on which judgements are to be made and a

scale of numerical or other degrees to apply to such factors.

4. Graphic Rating Scales - This came about in an effort to standardize the rating schedule and reduce its inconsistenies. It consists of a list of traits or function to be rated, arrived at by analysis of factors leading to success or failure on the job. It also has descriptive phrases denoting the several degree to which strong or weak evidence of the factor's presence in an employee's performance is noted. The one fault here is that the stamp of scientific method is being placed on essentially subjective judgement.

5. Critical incident method - This is to record both effective and ineffective incidents in the employee's performance which is more typical of the individual's total behaviour.

6. Narrative Reports - This is done following guidelines. It permits flat statements of facts. The problem here is that, such reports cannot be easily compared to others. However, it could be most useful in future placement and in developing mutual understanding between supervisor and subordinate.

7. Coaching appraisals - A continual exploration will be useful for fostering mutual understanding

between the rater and the ratee.[14]

In addition to the above, Daver records MBO as one of the methods. Here, the employee, in conjunction with the rater set the goal or standard and both arrive at a consensus as to what should be appraised. This is mostly done in respect of senior staff than with junior staff.[15]

From the literature, it is clearly established that most research findings have found that the most efficient appraisal programme allows for appraisee direct participation in the formalation of the criteria to be used in assessing his/her performance. This participation gives the employee a sense of participation and recognition. It, therefore, helps in gaining employee commitment to the objective of the appraisal scheme and as well give him an insight into the supervisor's problems.

The supervisors assigned with the task of appraising the performance of their subordinates are no doubt faced with a difficult task. This is because they are expected not only to observe but also recall the past performance of such subordinates. In so doing, they are (in most performance appraisal programmes) expected to complete complex forms as objectively as possible, thereby avoiding personal biases and prejudices. They are also expected to justify their ratings to the employee those performance is being appraised. Beatty and Schneir suggest as follows:

> Because performance must be observed over a long period of time (i.e. six months) in a P.A. Programme, good raters often make anectatal records of performance, being careful to includes positive and negative incidents. Severak raters can be used to get a more complete opinion of performance. Possible raters include the job incumbent, peers, surbordinates, supervisors one or two levels above the ratee and persons external to the organization brought in to rate performance as long as potential raters have direct knowledge about a ratee's performance, they may be useful.16

Most supervisors are apprehensive about evaluating the performance of their surbodinates especially on face to face basis. In most cases, this apathy can be attributed to the criteria against which supervisors are required to evaluate the performance of their surbodinates. However, going through the literature, modern management scholars relate the degree of openness of an appraisal scheme to the degree to which they want to emphasize control as against performance or results - orientation. It is almost generally acknowledged that the more open the appraisal system, the more result oriented is the system. It is said that openness allows feedback to both the appraiser and the appraisee which can ultimately lead to corrective action.

It must be emphasized that one of the most difficult problems in a P.A. Programme is justifying an assessment of performance by a supervisor to a surbodinate. Informing surbodinates how they are doing when they are performing

below expectation. Communicating this poor performance "is still a difficult and anxiety producing process for most raters and ratees. However, ratees want know where they stand and what they must do to improve their performance. Thus feed back is vital to them."[17]

Appraisal interview should be a kind of dialogue between the appraiseer and the appraisee. The person to be interviewed should have early notice and be reassured of the purpose of the interview. He should be requested to give a serious consideration of his own performance over the period to be reviewed, taking into consideration factors that had been present in either case. The appraiser should as well prepare himself by studying the employee's job description and agreed standards of performance.

In these meetings, the appraisee must endeavour to put the employee at ease. The setting should be as informal as possible. He should acknowledge good work and show him where he could improve. The benefit of performance evaluation could be greatly enhanced by skillfully managed appraisal interview.

The appraisal interview is an important part of the appraisal process. A foremost decision to be taken by the supervising officer while conducting the appraisal interview is whether to be participativ e or directive.

In any interview, it is required that the interviewer should adopt the participative style. This allows the surbodinate to critique his/her own performance and even offer suggestions improvement and development. Thus, the supervisor acts as councellor and adviser. This does not, however, means that the supervisor cannot disagree with the surbodinate. In general, the participative technique has proved more effective than the directive technique in increasing the employee's motivation and improved performance.

Luthens suggested some general guidelines that can help supervisors conduct an appraisal interview. Briefly these are:-

1. Listening - One of the primary purposes of the interview is to determine methods of increasing employee performance. Both the supervisor and the employee have ideas that must be exchanged if this goal is to be accomplished. Therefore, the employees must be given the opportunity to communicate. This ensure that the employees are not inhibited from contributing.

2. Maintaining an open mind - Although the supervisor will have prepared back up date, final judgement regarding performance should be reserved until the employee has had the opportunity to provide imput.

3. Being prepared for feedback - Since the supervisor plays a crucial role in helping the employee to achieve objectives, it is entirely possible that the supervisor may be identified as a roadblock to achievement. The supervisor must recognise and prepare for this possibility. If the interference is obvious, it should be pin-pointed in terms of specific incidents so that action to relieve the problem may be planned.[18]

In needs to be noted that whenever one individual evaluates the performance of another, there are some problems and biases that may crop up. These problems will be briefly outlined and discussed below. Supervisors must be extremely careful to avoid these problems.

A number of problems are associated with performance appraisal, The rater frequently operates under pressure when appraising his surbodinates. Beatty and Schneir identify the common pit-falls. They note that "Beside the difficult nature of judging others in general, some particular problems in the performance appraisal process can lessen its effectiveness..... Raters may rate all, too high (leniency error or vice versa) or many not, discriminate sufficiently across ratees,.....giving everyone similar rating (halo affect). They may base

their rating on one aspect of performance rathered than all the aspects performance separately. For example, because a ratee is often tardy, he is rated low, even if his performance at work is good". Beatty and Schneier recommend that the first step in solving the above problem is a thorough job analysis. The critical elements of performance to be rated must be identified. It is only them that useful rating or evaluation of staff could be made.[19]

Luthers and Matinks further list "Recency Errors, primary errors, job Errors and stereotyping" as other problems associated with rating employees. In the recency errors, rater base his ratings of the surbodinate on the most recent performance rather than the overall period under review. Primary of errors is the opposite of the above. While in the job errors, the focus is on job rather than the ability to perform that job. Stereotyping, like the "halo effects" this one is the result of a particular trait or characteristic. The results are usually negative for the employee. The category on which the rating is based may be age or body build.[20]

To eliminate both primary or recency errors in ratings, Luthens and Matinks suggest a thorough review of records and files to avoid being unduely influenced by either most recent or only past events.[21]

Another problem could be lack of general agreement between the superior and the ratees. The disagreement usually arises from lack of organisational policy as regards notifying the ratee of his unsatisfactory performance early enough. When there is a short-coming noticed in the ratee's performance and he is notified immediately, the chance are that he may improve.

The supervisors charged with the task of evaluation of surbodinates performance have extra responsibilities. Furthermore, they are required to justfiy their ratings of the surbodinates to the counter-signing, officers. This burden can be minimized by having them trained in the particular format being used in the organisation. This would help in reducing the biases and errors by the supervisors.

The subject matter of performance evaluation, as we have already observed, has been extensively researched into by management scholars and practitioners as well in the developed and even some countries in the developing world. There is enough literature on the subject matter to guide anybody that wishes to undertake a study in the subdiscipline.

Ih Nigeria, however, as we have already noted elsewhere in this chapter, not much interest has been shown on the subject matter by management practitioners

and academicians. For instance, the only study undertaken on the sub-discipline in this University is the one undertaken by B.A. Dauda titled "employee perceptions of performance Appraisal Exercise in Nigeria Civil Service: Focus on Sokoto State Civil Service".[22] The researcher made a good attempt at looking at some of the most important aspects of the sub-discipline but fail short of coming up with anything tangeable on how to improve on the existing format of reporting employee performace. What he did was to concentrate on outlining the schedule of duties of Administrative and Executive Officers. Bearing in mind the fact that the two c adres have been virtually abolished by the 1988 civil service reforms, the importance of such a study can be said to have almost gone with the old dispensation.

Yet, another study on the sub-discipline was conducted by a group of students of Advanced Management Training Course (AMTC). This study, was more-or-less a mere narration of the format being used by the Nigerian Tobacco Company (NTC), Zaria to report the performance of their workers. In short, the study is devoid of any empiricism.

2.2 Theoretical Framework

It is the central focus of this study to determine whether the employee performance appraisal scheme currently in use in the civil services of N igeria known as the Annual

performance Evaluation Report or the open Reporting system ensures a boost in employee morale in the Katsina State Civil Service. It is our assumption here that if a fair employee appraisal scheme is evolved, it will ensure that employee objectives are integrated with the objectives of the organisation. It will equally ensure that employees performances are evaluated on the basis of their accomplishments. This will subsequently ensure that employees are rewarded (i.e. promoted) on the basis of their performance as opposed to some other negative factors. If the above is ensured, the organisation is likely to have a satisfactory and satisfied work force. It is ones contention that if employees have high morale, they will dedicate themselves to the objectives of the organisation. Employees with low morale cannot put in their best for the accomplishment of the organisational objective.

A number of management scholars (behavioural scientists) have written on the subject matter of motivation. For instance, Hertzerg's findings (1968) suggest that both 'hygiene' and 'motivator' factors meet employees needs, but that it is the "motivators" which provide incentives that lead to high levels of performance.[23] Abraham Maslow (1954) on the other hand, profounded what he calls the hierarchy of needs which should be satisfied to ensure workers commitment to the organisational goals.[24]

Yet again, Douglas McGregor (1960) advocated what he calls "A theory of Management concepts" appears to share the views expressed above. He as such, suggests that managers in an organizations should concentrate their efforts towards integrating the employee's and organization's goals in order to motivate their workers.[25]

In pursuding the study, we are guided by a popular management technique generally referred to as Management By Objectives (MBO) profounded by Peter Druckers a renowned management scholar. MBO requires a clear definition of the goals expected to be achieved by the employee as well as on evaluation of the actual achievement and non-achievement of such goals by the employee. The expected goal and actual achievement will be compared.

Management By Objectives was popularised in the early 1950s and 1960s. The emphasis on MBO was concentrated on its benefits in the area of performance appraisal. It brought about for the first time a shift from the convensional evaluation system which focusses on trait ratings which were then seen as being unfair and incapable of motivating employees to put in their best for overall organizational objectives. With the evaluation of MBO, the convensional appraisal scheme was seen as days functional as it tended to evaluate an employee on how he approaches his job rather than on result

achieved.

Management by objectives as it relates to MBO involves individual employee assigned those things he is expected to accomplish, in other words the objectives. Such predetermined objectives are reviewed with the superiors for formal approval. This approach is considered as fairer than the convensional one. This is what is commonly referred to as result oriented appraisal. This is because an employee is given a few weeks to come up with his objectives and have them okeyed by his supervisor. At the end of the year, the predetermined objectives are resurrected for appraisal purposes. It, therefore, gives more importance to achievements rather than approach.

FOOTNOTES

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THE STRUCTURE, FUNCTIONS AND EVOLUATION OF KATSINA STATE CIVIL SERVICE

3.1. Background of Study

The geo-political entity today known as Nigeria is essentially a British creation. It came into being in 1914 as a result of the 'Amalgamation' of British Northern and Southern protectorates. Likewise, the Nigerian Civil Service, which had its origin to the administrative machinery established by the same colonialists to facilitate the 'plundering' of the riches of this country. Thus, the British, in order to maintain law and order for the prosecution of her exploitative machinations, established a relatively small colonial service largerly manned by its nationals charged with the responsibility of collection of taxes and carrying out some simple administrative role. In this wise, the civil service, during the colonial period was meant to serve British imperial interest of exploiting the human and natural resources of Nigeria.

However, since 1960 when Nigeria gained political independence, the civil service has rapidly developed into a vast and complex organisation geared towards accomplishing the tideus task of serving as an institution charged with the responsibility of championing overall national development. Whether it has successfully

accomplished this task or not is outside the scope of this study.

The administrative area referred to as Katsina State came into being on 23rd September, 1987. It is an amalgamation of what was hitherto known as Katsina and Daura Emirates (otherwisx known as Katsina province). It is one of the twenty one states that form the Federation of Nigeria. The state has twenty local Government Areas forming the base governments with an estimated population of 4,718 million people (1988). It has the following states as it neighbours, Sokott State in the West, Kano State in the East, Kaduna State in the South and Republic of Niger in the North. The weather varies according to the season of the year. However, generally the weather [illegible] in the morning, humid in the afternoon, cool again in the evening. It is geographic ally located thus latitude [illegible] below 11^{O} 07' 49" and 03e & 9^{O} 0' 40^{E}. Furthermore, between November and January, the harmattan lowers temperatures. The winds are dry between December, and April.[1]

With the creation of Katsina State on 23rd September, 1987, the rudiments of what is now known as Katsina State civil service came into being. After about three years, the state civil service has metamorphosed into a well established bureaucratic structure which is playing a leading role in the herculian task of building the state so as to take a

pride of a place in the comity of states.

3.2. The Structure of Katsina State Civil Service

Under this topic, we shall consider the structure of the Katsina State Civil Service before and after the 1988 civil service reforms. This is necessary because the two periods are characterised by different orientations that need to be highlighted in a study of this nature.

It is to be noted that no organisation could stand the test of time without a structure as chaos and confusion are likely to set in, for example, without a well established structure employees in an organisation will not be able to grasp the tasks they were hired to handle. In the same vein, lines of responsibility will not be clearly demarcated, likewise achievement. In a nut shell, activities in the organisation will be hindered. Drucker explains this in the following words:

> Above all, we have learned the danger of the wrong organisation structure. The best structure will not guarantee results and performance. But the wrong structure is a guarantee of non-performance. All it produces are friction and frustration. The wrong organisation puts the spotlight on the wrong issues, aggravates irrelevant disputes, and makes a mountain out of trivia. It accents weaknesses and defects instead of strengths. The right organisation structure is thus a pre-requisite of performance.2

It is generally acknowledged by management scholars that certain well established principles of structuring in an organisation exist. We shall, here, consider the

ones from the work of Koontz and O'Donnell.

1. An organisation structure is effective if it facilitates the contribution of individuals to the attainment of enterprise objective.

2. A clearly defined objective is the essential foundation of any organisation:

> The results expected from the manager's job must be clearly defined before the objectives can be passed on to subordinates.

3. Organisation structure should focus first, not on all the activities, but on the key activities.....the make or break items:

   - In what area is excellence required?
   - In what area will lack of performance endanger results?.
   - What values are truely important?

4. An organisation is efficient if it is structured to aid in the accomplishment of enterprise objectives with the minimum of unsought consequences or costs.

5. There is a limit in each managerial position to the number of persons an individual can effectively manage. The exact number will vary in accordance with the underlying variables and their impact on the time requirements effective managing.

6. There is an optimum arrangement of people to accomplish

any given objective.

7. The clearer the line of authority from the top manager in an enterprise to every subordinate position, the more effective will be decision making and communication in the organisation.

8. Authority is the degree of right, power, and freedom to take actions necessary to carry out responsibilities and achieve results:

Line authority is the power to:

*Act

*Decide

*Direct

*Spend

Staff authority is the power to:

*Investigate

*Audit

*Recommend

*Provide Service.

9. Authority delegated to an individual manager should be adequate to ensure his ability to complish results expected of him. The responsibility for actions cannot be greater than implied by the authority delegated, nor should it be less.

10. The more complete the reporting relationship of an

individual to a single superior, the less chance there is of confusion over roles and responsibilities and the greater is the degree of personal commitment to the achievement of results.

11. The accountability of the subordinate to his superior for performance is absolute and no superior can escape accountability for the work performance of his subordinate.

12. It is important to define, in the most precisely measurable way possible, the nature of the contribution expected from staff, not in terms of activities or programmes, but in terms relating to the contribution to the end result. This is the essence of results focussed position structuring.

13. The efficiency and effectiveness of an organisation structure are determined by the extent to which it reflects classification of the tasks or activities to attain goals and assists in their coordination, and the extent to which roles are designed to fit the capabilities and motivations of people available to fill them.

14. The number of functional levels in the organisation must be kept to a minimum.[3]

The Katsina State Civil Service, which as we have already highlighted elsewhere in this chapter was part of

Kaduna State Civil Service and indeed the Nigerian Civil Service. It, therefore, owes its origin to British Colonial domination. The colonial bureaucracy was mainly concerned with the maintenance of law and order to ensure a smooth exploitation of the colonised nations. The administration was highly rigid and hierarchical in its structure. Rules and Regulations s examplified by the formulation of 'General Orders' which were strictly followed. Initially, the administrative machinery was centralised. It was in the later years, mainly with the introduction of the Macpherson Constitution that gave rise to regions and regional governments that the regional civil services came into being. It is these regional, services that metarmophosed into what is today known as the state civil services. Today we have twenty one state civil services and the Federal Civil Service.

Havingenumerated these, there is the need for us to highlight the essential features of the Katsina State Civil Service before the promulgation of decree 43 of 1988 that gave rise to the 1988 civil service reforms.

(i) The organisational structure of Ministries was hierarchical with the permanent secretary at the top. He is not only the Chief Executive but also the Accounting Officer.

(ii) All powers and authority were concentrated in the hands of the Permanent Secretary and not the

Commissioner.

(iii) The Commissioner was only the political head of the Ministry with more or less ceremonial functions.

(iv) Some cadres (mainly auxiliary) were pooled and staff belonging to such cadres were posted from one Ministry to another as the exisgency of the situation demands. Such cadres are Administrative, Executive, Accounting, Stores, Personal Assistant and Secretarial Staff.

(v) The over bearing influence of the Administrative Officer cadre which was mainly meant to support the line managers and not to inhabit or hinder their functions.

(vi) The state civil service commission was the body that was solely responsible for the recruitment, promotion and discipline of staff from Gl.06 and above. While cases of staff on Gl.01 to 05 were delegated to the Ministries/Departments.

(vii) There was an open conflict between the Administrative Officers and the Professional officers. The situation was somewhat choatic and it in most cases affected the productivity of the civil servant. So there was role conflict between the Chief Executive who is also the Accounting Officer, the Permanent Secretary and the Political Head being

Commissioners

Commissioner.

(viii) Civil Servants by law were completely insulated from politics. They could, therefore, serve any Government that comes into power impartially. This was the general assumption although in practice it was not so.[4]

Above was the nature and organisation of the Katsina State Civil Service which is a sub-unit of the Public Service. It is made up of employees otherwise known as servant of the state. The public service is sub-divided into Ministries, extra-Ministerial Department and parastatals.

We shall now site examples of some selected Ministries showing the various units that existed in them before the 1988 reform. This will enable us compare and contrast with what now prevail in the ministries with the implementation of the reforms.

Ministry of Agriculture and Natural Resources:-

- Administrative Division
- Agricultural Division
- Co-operative Division
- Produce Division
- Home Economics Division
- Irrigation Division
- Agricultural Engineering Division

Ministry of Finance:

- Administration Division
- Stores Division
- Revenue Division
- Treasury Division.

Ministry of Health:

- Administration Division
- Pharmacy Division
- Environmental Health/Epidemiology Division
- Works Division
- Planning and Training Division
- Community Health Division
- Maternal and Child Health Services Division

Ministry of Social Development, Youth and Sports:

- Administrative Division
- Rehabilitation Division
- Youth Division
- Women Division
- Sports Division

Ministry of Works and Transport:

- Administrative Division
- Building Division
- Electrical and Mechanical Division
- Civil Engineering Division
- Road Traffic Division

Ministry of Commerce and Industry:

- Administrative Division
- Commerce Division
- Industry Division

Ministry of Information, Culture and Home Affairs:

- Administrative Division
- Information Division
- Fire Services Division
- Tourism Department
- Library Division
- Cultural Division
- Theatre Arts Department
- Research and Publication Department
- Commercial Department.

Katsina State Water Board:

- Projects Department
- Operations Department
- Commercial Department
- Rural Water Supply Department.

The enactment of decree 43 of 1988 ushered in the 1988 civil service reforms. The decree brought about far reaching and fundamental changes which were the most comprehensive reforms ever witnessed by the Nigerian Civil Service. It is indeed a near break away from the rigidities of the past.

According to Oshionebo, the reforms hope to build a civil service which among others, ensures:

(i) The attainment of Government objectives and aims;

(ii) An efficient and expeditious administration of Government business;

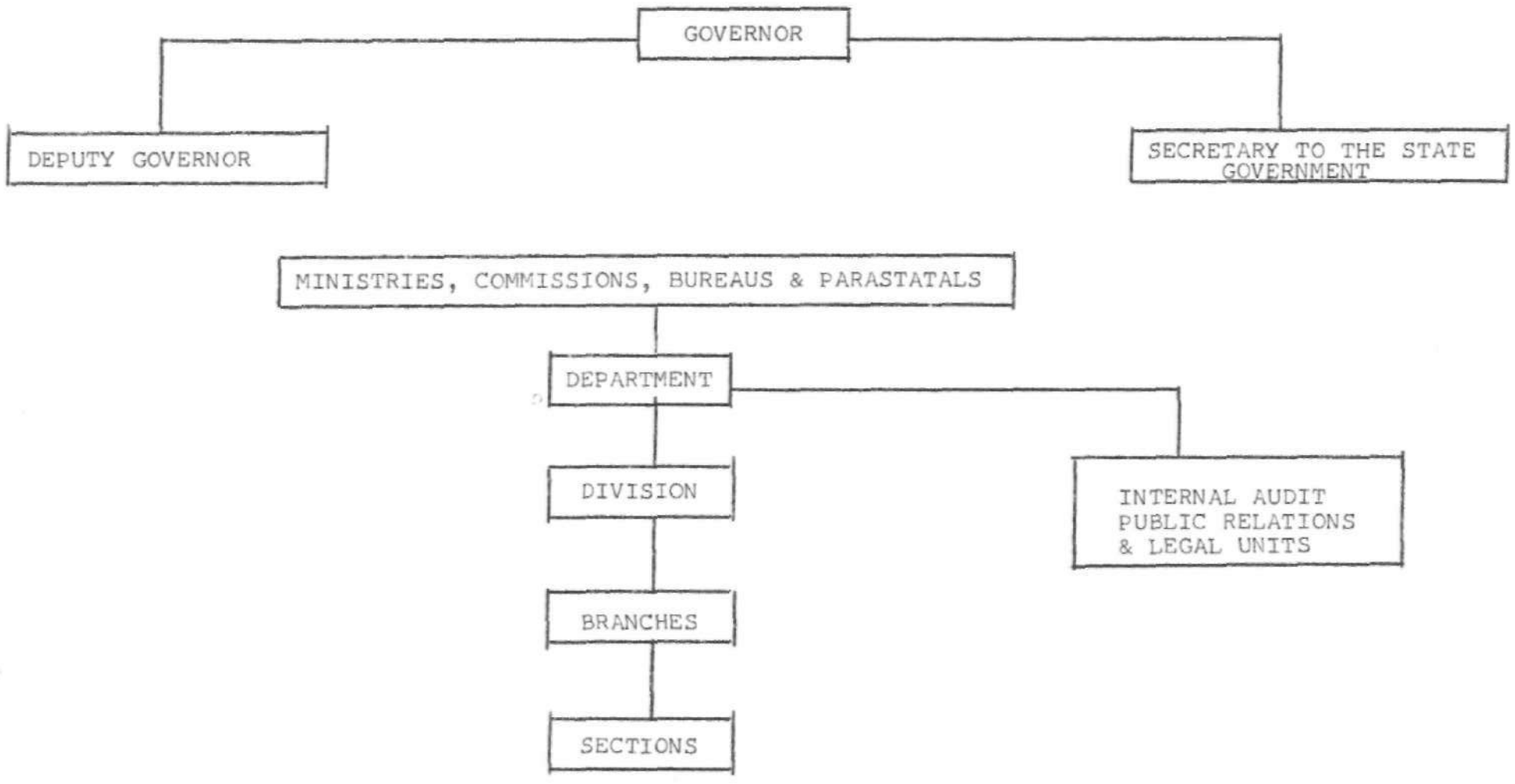
(iii) Greater dynamism and responsiveness to the developmental needs of the nation; and

(iv) proper orientation of the civil servant whose focus should be the achievement of results rather than obsession with precedents and procedures.[5]

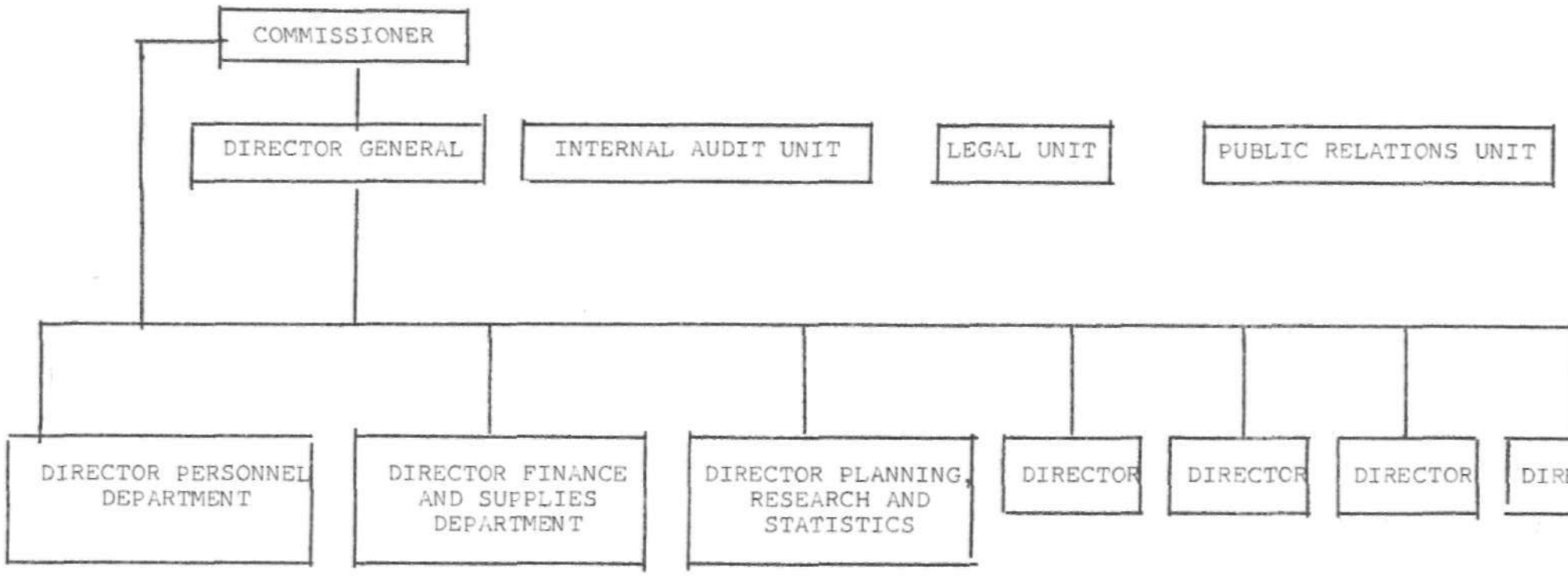
To ensure that the above objectives were achieved, a number of provisions were made in the decree that almost completely changed the civil service at least structurally. For instance, the Commissioner who used to be the political Head of the Ministry is now the Chief Executive and Accounting Officer of his Ministry. He now manages the men, money and materials of the ministry so as to achieve the desired results. He is, however, to delegate a substantial part of his power to the Director General who is now his Deputy.

In the same vein, the Permanent Secretary has now been made a political appointee like the Commissioner. His tenure is to end with the administration that appoints him unless the incoming administration decides to retain him. He is now to be called Director General thereby putting an end to the era of super permanent secretary.

Basic Structure of the Reformed State Civil Service



Approved Organogram Of A Ministry In The Reformed Civil Service



Going by the above structure, one could easily see that the civil service had witnessed certain fundamental and far reaching structural changes. The changes are mainly in the form of:-

(a) Staff structure

(b) Horizontal structure

(c) Vertical structure.

With reference to staff structure, civil service has now been professionalised. Each civil servant is now to bear a functional title and will make his career in a ministry of his choice. T his means that the pooling system that pervaded the old system has now been abolished. Three basic staff categories have now been introduced. T hey are, Director category (Gl.15 - 17), Officer category (Gl.08 - 14) and finally Assistant category (Gl.01 - 13). The first consists of full professional with general management responsibilities, the second is made up of full professional and the last of sub-professional.

The horizontal structure of the reformed Ministry is such that three common management departments have been created. The departments are to assist the Commissioner manage the resources of the Ministry in the most economical, efficient and effective manner. It is, however, to be added that their role is to complement the activities of the other 'operations' departments whose main focus are the line functions.

T he vertical structure of the Ministry has also been streamlined to ensure uniformity in the whole service. Under this arrangement Department is to be headed by a Director, Division by a Deputy Director, Branch by an Assistant Director and Section by a Chief.

Katsina State, in an attempt to implement the above structure issued a circular titled 'Implementation of Civil Service Reforms in Katsina State'. It approved the following structure for Ministries, Departments and Parastatals. We shall here consider the structure of only some selected establishments.

Ministry of Agricultural and Natural Resources:

- Personnel Manag ment Department
- Finance and Supplies Department
- Planning, Research and Statistics Department
- Agricultural Engineering and Irrigation Services Department
- Forestry Department
- Veterinary and Livestock Services Department
- Agricultural, Pest Control and Co-operative Department

Ministry of Commerce and Industry:

- Personnel Management Department
- Finance and Supplies Department
- Planning, Research and Statistics Department
- Commerce/B.A.T.C. Department

- Industry/Small scale Industries Department

Ministry of Education:

- Personnel Management Department
- Planning, Research and Statistics Department
- Schools Department
- Inspectorate Department
- Science and Technical Education Department

Ministry of Finance:

- Personnel Management Department
- Finance and Supplies Department
- Planning Research and Statistics Department
- Treasury Department
- Budget Department

Ministry of Health:

- Personnel Management Department
- Finance and Supplies Department
- Planning, Research and Statistics Department
- Public Health Services Department
- Pharmacutical Services Department
- Primary Health Care Department

Ministry of Information, Home Affairs and Culture:

- Personnel Management Department
- Finance and Supplies Department
- Planning, Research and Statistics Department

- Information Department
- Home Affairs/Fire Services Department
- Library Services Department
- Printing Services Department
- Arts and Culture Department

Ministry of Justice Department:

- Personnel Management Department
- Finance and Supplies Department
- Planning, Research and Statistics Department
- Legal Drafting Department
- Public Prosecution Department
- Civil Litigation Department.

Audit:

- Personnel Management Department
- Finance and Supplies Department
- Government Department
- Project Review and Appraisal Department
- Inspectorate Department
- Expenditure Department
- Parastatals Department.

Civil Service Commission:

- Personnel Management Department
- Finance Supplies Department
- Planning, Research and Statistics Department

- Recruitment, Promotion and Discipline
- Training and Staff Welfare
- Establishment and Pension

High Court of Justice:

- Personnel Management Department
- Finance and Supplies Department
- Planning, Research and Statistics Department
- Library and Litigation Department
- Area Courts Department
- Magistrates Department
- Judicial Service Committee

Katsina State Water Board

- Personnel Management Department
- Finance and Supplies Department
- Planning, Research and Statistics Department
- Rural Water Supplies Department
- Operations Department
- Commercial Department.

3.3. Functions of Katsina State Civil Service

We have elsewhere in this chapter discussed the gehesis of the Katsina State Civil Service. We have also briefly discussed the geographical conditions of the state. It needs to be noted that the state consisted of what was hitherto known as Katsina and Daura Emirates. It is made up of twenty local government areas. Namely, Katsina being the state capital, Daura, Mani, Kankia, Dutsin-Ma, Malumfashi,

Funtua, Batsari, Jibia, Kankara, Rimi, Kaita, Safana, Bindawa, Ingawa, Mashi, Zango, Bakori, Nusawa and Faskari. The machinery established to administer the state is what is termed the Katsina State Civil Service. It is made up of men and women generally referred to as servants of the state hired as civilians and charged with the responsibility of assisting the political heads of the civil service in running the affairs of the Ministries.

What then are the functions of the civil service? J.K. Opadiran summarises the functions of the civil service in the following manner:

(i) Contribute to the formulation and government policy by supplying commissioners/Ministers with the information necessary to make right decision;

(ii) Advice government on the full implication of policy options open to it by placing before the Commissioner/Minister the arguments on both sides of the case, fully and fairly whatever his own symphathies may be;

(iii) Execute Government policy loyally after the approval of the appropriate authority (cabinet, Minister/Commissioner, etc) even though he may have preferred a different one;

(iv) Provide continuity through reference to, or clarification of the basis of, past Government

decisions and procedures, which are relevant to an issue under consideration and thereby submit rational point of review;

(v) Protect the public interest and act as the custodian of public conscience.[6]

Opadiran went ahead to emphasise that, in carrying out the aforementioned functions, the civil servant, a person employed in a civil capacity and on non-political career basis by the government primarily render advice and faithfully give effect to its decisions, is obliged to:

(i) Play a leadership role within the service and in the community as a whole;

(ii) Refrain from taking credit for any measure taken by the Commissioner/Minister or government for which he is the author or contributor;

(iii) Observe absolute silence and be descreet as to what takes place in the office since responsibility for policy rests upon Commissioners/Ministers and Civil Servants are the instruments, rather than masters, of policy;

(iv) Observe the triple maxim of impartiality, neutrality, and anonymity so as to be at all time on tap and never on top;

(v) Resist illegitimate political demand or pressures

> by learning that it is in has own interest (and the good of the nation as a whole) to resist political encroachments upon the internal self-regulation of the civil service system.[7]

Ayida, a one time Secretary to the Federal Government and a seasoned Civil Servant describes the role of the higher civil servant as follows:

> The civil servant is to a limited extent expected to dance to the tune of his political masters. He is duty bound to execute faithfully their decisions. He has however, to do more than that. He is obliged to tender advice to suit their convenience. He, like all other public functionaries must in the final analysis, be guided by the national interest at all time.[8]

Thus, the role of the civil servant is essentially a complementary one. He is expected to assist the political heads of the Ministry in achieving the goals they set themselves. He may be a part to the formulation and even execution of these goals but it is the political head that will claim the credit. Hence, efficiency, effectiveness and economy should be his guiding principles in advising the Commissioner/Minister.

3.4. The Evolution of Employee Performance Appraisal in the N igerian Civil Service.

According to Ugiagbe, the first recorded appraisal system was developed by Robert Owen who used character books and blocks of 19. This was done in his Lanarks

Cotton Mills situated in Scotland in 1800. The character books were designed to record each workers daily performance. During the World Wars, performance appraisal mainly took the shape of trait rating for selection in the armed forces. This traditional appraisal system was based on personality and work characteristics, some of which includes intelligence, judgement, loyalty, performance, endurance and industry. Ugaigbe sees the weakness of the above evaluation system as follows:-

(a) Superior officers (reporting officers) often get confused about what exactly they are rating when assessing their sa bordinates;

(b) ..... because trait evaluation cannot be objective, reasonable persons would ..... complain of not having been fairly treated;

(c) .....Trait evaluation does not lend credence to the fact that objective of an appraisal is to provide remidies for indentified weaknesses.[1]

The evaluation of employee performance appraisal in Nigeria could be raced to the period of British colonialism. An appraisal system was evolved by the British administration in Nigeria for the evaluation of the officials that manned the colonial service. This appraisal system which persisted even beyond the colonial period was termed confidential Staff Reports. It was evolved for the reporting of

employee progress and annual performance reports. According to G eneral Orders Progress and annual Staff confidential reports were to be made on senior and junior officers for the following purposes:-

Progress:

To provide in respect of an officer on probation or initial contract a full record of the officer's work conduct and capabilities on which to judge his suitability for confirmation or re-engagement and to ensure that, in cases where an Officer's suitability for continued employment is in doubt, he is given timely warning of his faults and an opportunity to correct them.

Annual:

To provide a full record of an officer's work, conduct, and capabilities in his present grade and to judge his suitability for promotion to more responsible work or transfer to a higher class of the service.[2]

In the Confidential Report General (Revised), such issues as local government area and state of origin were high-lighted in the junior staff form. Thus, the form was to a great extent faulted. For instance, it was generally felt that some employees were reported on unjustly, Such staff were at no time during the reporting year (the period under assessment) intimated for any flaws they committed in the execution of their duties. At the end of the year they

were rendered stagnant in a position. This is one of the reasons why the system had to be abondoned for another one as we shall see later.

As we have noted earlier, the origin of the Nigerian Civil Service can be traced to the British colonial Administration. The colonial administration, whose main pre-occupation was the maintenance of law and order over its colonial territory, made some few attempts between 1941 and 1947 at reforming and to some extent re-organising the Nigerian Civil Service, but these exercises were concerned primarily with the review of salaries and wages. It should, however, be noted that, one of them, namely the 1946 salaries Revision (otherwise known as the Harragin Report) did make what one may call a structural change by categorising the civil servants into senior and junior civil servants.

The Public Service Review Commission (Udoji) was set up in September 1972 as a consequence of the recommendation of the (Adebo) salaries and wages Review commission which was set up in July, 1970. It was the feeling of the commission that a review of the structure of the Civil Service was desirable. In view of this recommendation, the public service commission was required having regard to the need to secure adequate development and optimum utilization of manpower and to increase the efficiency and effectiveness of the public service in

meeting the challenge of a development - oriented society, inter alia, to examine the organisation, structure and management of the public services investigate and evaluate the methods of recruitment and conditions of employment and the staff development programmes of the Public Services.

The public service Review commission made far reaching observations and recommendations on the performance appraisal system in the country. Indeed, the recommendations of the commission led to the adoption of the present Annual performance Evaluation Report (APER) otherwise known as the open reporting system. Thus, the commission asserts that:

> 164. Hardly ever does the commission invite candidates for promotion to an interview. It relies mostly on the Annual Confidential Reports by heads of departments. Complaints about the veracity and objectivity of these reports have been widespread and as a result the commission introduced further assessment by departmental promotion Boards. This does not go far enough to remove the present unpopularity of Confidential Reports. Civil Servants complain that it is an unfair method of assessing their worth.
>
> This complaint was evident in both the memoranda received and our public hearings. The criticisms relate mainly to its lack of objectivity derive from the emphasis on behaviour and personal traits rather than on job performance, on faults rather than on job performance, on faults rather than on evidences of strengh. Behaviour and personality factors may in some cases be important but there is no guidance on how to assess those factors and what yardsticks to use. When the basic method is questioned and the reports are kept from the subject, suspicion enevitably arises that unknown factors are also considered such as ethnic background, age or sex, or that the reports are unfair and subject to favouratism, corruption or sheer lack of competence

in their complection.

165. A method of appraising individual performance is essential in any large organisation in order that one can ensure that the objectives of the organisation are being achieved and the duties properly performed. By identifying potential skills or less than satisfying performance, it is a basic source document for training and staff development, by giving evidence of potential as reflected in the performance of individuals, it is of great assistance in career planning or medium term manpower planning.

166. There are no satisfactory mechanistic ways of appraising performance which would avoid the use of one man's judgement of the performance of a subordinate. Educational qualifications are a useful guide to initial appointments and give a clue to a man's intellectual capability. But once he has been in an organisation for a few years, what a man did at school or university and his class of degree is of considerable less importance than how he performs his job. In particular, undue emphasis on the precise level of formal educational qualification is a motoriously unreliable factor in assessing promotion potential. Effective performance in a number of different jobs over several years under different managers is a more reliable indicator of future potential, and this should be the main criterion in consideration for promotion.

167. One of the effective ways of assessing how well a person performs is by means of a properly structured report from his organisational superior. The report should not be confidential since its purpose is to measure how an individual performs against a predetermined tasks. Its usefulness for training, staff development and achievement of greater efficiency will be lost by keeping it confidential and away from the officer concerned. It has been found that the best results are obtained by a well structured interview at which the senior officer and his junior discuss how the latter is getting on with his assignment. The main advantage of the interview lies in its counselling effect. A lot depends on the senior officer's approach. If he demonstrates that he wants to help, if he recognises the value and accomplishment of his junior and if he shows that the purpose is to make his junior an even stronger officer, the

> interview will achieve the desired objective. Obviously the junior officer should be shown such a record or report of appraisal interview.

168. The greatest criticism against the present confidential report system is that it ignores one of its main purposes - improvement of individual performance and appears to concentrate on the other - being a guide to personnel actions. In the case of Nigeria it has become nothing but a passport to promotion or stagnation.[3]

With these observations on the weaknesses of the Confidential Reporting systems by the public service Review Commission it went ahead to recommend as follows:-

> The present Annual Confidential Report should be replaced by an Annual performance Evaluation Report based on predetermined assignments agreed to between an officer and his superior and used for improving individual performance and as a guide to other personnel action.[4]

As a result of the acceptance of the public service Review Commission recommendation above, the open reporting system which allows for the appraisee to have an idea of the reporting officers assessment of his performance was introduced in 1976. Since then, forms were designed for writing all progress and annual reports on both junior and senior officers.

The form designed for reporting employees performance in the civil service of Nigeria is divided into four parts.

Part One:- It is to be completed by the Officer to be reported on it is requested that the officer upon receipt of the APER form should complete items I to II. The information required in these items is very important

and should be up-to-date, accurate and true. The information required consists of the following: Full name of the officer to be reported on, date of his birth, Ministry/Department, his qualification, date of his first appointment into the service, present substantive rank, his date of appointment into the substantive rank, acting appointment held during the period of report, total number of days absent on sick leave during the period of reports, present job, main duties performed during the period of report and finally any ad-hoc duties performed which are not of continuous nature.

Part Two:- This part is to be completed by the reporting officer. It is required that when the employee has completed items I to II as described above, he should submit the form to the reporting officer who is requested to check the entires. If he agrees with the job description entered by the employee, the reporting officer signifies his agreement by deleting 'NO' as provided under item 12. If he disagrees with any of the entries, he is requested to delete 'YES' marking under the same item (12) and record his area(s) of disagreement(s) in the space provided accordingly. The employees attention should be drawn to this during the job Appraisal Interview (JAR) with a view to obtaining his consent as regards the amendment(s). Having completed this preliminary actior, the reporting officer and the subordinate whose performance is to be evaluated are requested to discuss and agree on the job

description and the order of importance. If the two fail to agree the un-resolved differences are to be recorded. However, when an agreement is reached, the reporting officer is required to determine how effective the subordinate officer was in the performance of his duties. He is to evaluate the ratee's performance in all or some of the underlisted aspects appropriately. Each aspect is described in terms of outstanding (A) and unsatisfactory performance (E). The three intermediate ratings (B, C, D) represent behaviour between these extremes. The reporting officer is to tick the letter from among them that best fits the ratee's performance among them. These are:-

(a) Foresight

(b) Penetration

(c) Judgement

(d) Expression on paper

(e) Oral Expression

(f) Numerical ability (if applicable)

(g) Relations with colleagues

(h) Relations with public

(i) Acceptance of responsibility

(j) Reliability under pressure

(k) Drive and determination

(l) Application of professional/Technical knowledge

(m) Management of Staff (if applicable)

(n) Output of work

(o) Quality of Work

(p) Punctuality.

After rating the subordinate using the above criterion, the rater is further required to indicate the overall performance by ticking from one of the following: Outstanding, very good, good, fair and unsatisfactory. The reporting officer must give this aspect of the evaluation 9 item 14 very serious consideration and to take absolute care in completing it. The evaluation (as represented by the rating) should as a matter of fact be in line with the ratings in item 13.

At the end of the job Appraisal interview, the officer reported on must as a matter of policy sign in the space provided as no report will be accepted as genuine unless signed by the officer reported on. His disagreement or agreement with the ratings not withstandings. Only that in case disagreement, he should briefly express his area(s) of disagreement in the space provided.

Part Three:- This part is to be completed by the reporting officer. The following are to be stated: training needs, next job, promotability, long term potential and general remarks by the reporting officer. In completing the section, the expressed views of the employee are to be taken into account. This part completes the action by reporting officer who should now

append his signature on the report.

Part Four:- This part is to be completed by the counter-signing officer. In the new dispensation, the counter-signing officer, in the case of senior staff, could be the Director, Director General or even the Minister (or Commissioner at State level) who is both the Chief Executive and ACCounting Officer of the Ministry/Department. The counter-signing officer must be one or more grades above the reporting officer. He must indicate whether he agrees or disagrees with the reporting Officer's assessment. He is also to indicate how frequently he comes in contact with the work of the employee reported on. He may even amend the ratings if he feels that the employee was unfairly reported on or the ratee was too generous, after which he signs the report. The officer reported on at this stage needs not see or discuss the counter-signing officer's comments. In the event of adverse report, it is required that the employee concerned be notified to that effect in writing. See Annexture I for the format.

With the recommendation of the task Force on Civil Service Reforms for the substitution of the reporting system with one that emphasis concrete and measurable achievement, a new appraisal scheme has been introduced in the Federal Civil Service. The new system no doubt brings about a definite change from the old scheme in the sense that for

the first time in the annuals of employee appraisal scheme in the Civil Services of Nigeria an appraisal scheme has been introduced that recognises the need for target setting. The Task Force has urgued that the present appraisal scheme form calls to question the merit system and went further to emphasise that the annual performance evaluation "reports give no indication of the actual performance of the officer reported upon" for reasons already enumerated in chapter one of this work.

Targer setting is of course an important ingredient of any appraisal scheme and is viewed as follows:-

> In setting targets, it shall be noted that targets shall be set in terms of Time, Cost, Quality and/or Quantity. In setting targets for civil servants, the Chief Executive shall first take into account the relevant government policies, the development plan and annual budgets.[5]

The above calls for a review of the present system which entrenches reviewing of employee performance on personality traits. It is felt that attention should now be focussed on job achievement characteristic which have direct bearing to the performance of the employee.

However, the new appraisal scheme has failed to gain national acceptance as many states have refused to adopt it. It is widely believed that the format is cumbersome and as such needs to be looked into again with a view to improving upon it. See Annexture II for the new format.

FOOTNOTES

1. Katsina State of Nigeria, 1989 Diary p. 1.

2. P. Drucleer (1973) in T. Ojofeitimi organisational Structure of the Ministry under the New Dispensation. Unpublished p. II.

3. T. Ojefeitimi pp. 12 - 14.

4. Ibid., p. 17.

5. B.O. Oshinebo, Role and functions of the common Management Departments and Interdepartmental Relationships'. Unpublished p. 1.

6. J.K. Opadiran, 'The Philosophy, Retionale, and Essentials of the 1988 Civil Service Reforms in Nigeria'. Unpublished, pp. 6 - 7.

7. Ibid., p. 7.

8. A.A. Ayida, in J.K. Opadiran, Ibid.

9. J.E. Ugiagbe, 'Performance Appraisal in the Public Service' in the Bureaucrat' Volume 12 No.1 July to September, 1955. p. 18.

10. General Orders, Government of N orthern Nigeria, printed by Government printer, Kaduna. p. 31.

11. Public Service Review Commission Main Report 1974. p. 46.

12. Ibid.,

CHAPTER IV

DATA PRESENTATION AND ANALYSIS

The main theme of this study is employee performance appraisal. It is the objective of the study to present how the Annual Performance evaluation of employee affect the morale and performance of staff that man the civil service of Katsina State. It is ones assumption that an appraisal system if well conceived and carried out could go along way towards boosting morale of employees. It could as well be a source of frustration if it is not given the necessary attention it deserves. Employees have to be treated fairly in all respects especially when it comes to assessing their performance as it is central factor in affecting employee motivation and morale.

It may be important to state here that paragraphs 19 - 22 of Section III of the schedule to the Civil Service (Re-organisation) Decree, No. 43 of 1988, provide for a new appraisal scheme and also the incorporation of target setting in the Civil Service. It is expected that the Chief Executive of a Ministry/Department shall institute a mechanism for ensuring that each employee under him is performance conscious and is made to understand what is expected from him over a fixed period. The nature of the Civil Service operation being mainly routine matters does not nagate this as the achievement and non achievement

and non achievement of every civil servant could be subjected to target setting.

It is emphasised that in setting targets, otherwise, known as performance standards several variables come into limelight. These are; time, cost, quantity and quality. These variables are to be applied in setting targets for each Ministry/Department, parastatals and of course individual employees. It should as well be stated that in setting targets, the operatives are supplied with all the necessary resources to enable them accomplish the set targets. These resources are mainly in the form of men, money, materials and time. They form the essential ingredients that facilitate the realisation of the targets.

At the moment, in Nigeria, the emphasis as regards performance appraisal scheme has heavily tilted towards target setting. The reforms have made it duty bound on government establishment to clearly identify what the establishment is expected to achieve. That is individual staff performance evaluation objectives. This mode of thinking is well in agreement with modern management thoughts.

Several management scholars have expressed their views on the subject matter of performance appraisal. One of the most aclaimed views was expressed by Peter Drucker who profounded the much respected theory of Management by

Objectives (MBO). MBO, according to Drucker, is a system which attempts to improve the performance of an organisation and motivate, assess and train its employees by integrating their personal goals with the organisational objectives.

MBO, in its early stages, that is late 1950's and early 1960's placed much emphasis on directing its benefits towards employee performance evaluation. At that time, the conventional performance appraisal system which was centered on trait oriented appraisals was called to question. In a nut shell, there was a shift from the trait appraisal. It was viewed as days functional, as such, not capable of motivating managers and employees towards the attainment of the overall organisational objectives.
It was fualted in that it tended to evaluate a manager or his subordinates on how they approached their job rather the tasks they were able to accomplish within a given period.

The later stages of MBO involve, individual supervisors or manager being assigned those things they were going to do that is, the objectives. It is on the basis of these objectives their performance will be assessed during the reporting period. This is what is known as result oriented appraisal.

In analysing the data collected for the study, we shall use the views expressed above on MBO for guidance.

How do Katsina State Government functionaries perceive the performance appraisal technique currently in use for the assessing of their performance and that of their subordinates?

To ensure wider courage of our population, 80 questionnaires were distributed to various functionaries of Katsina State Civil Service that form the sample of the study. Out of these questionnaires, 43 responses were received constituting 53.6% of the total questionnaires sent out. Therefore, 43.4% of the questionnaires administered were not returned.

Using the views of Peter Drucker, as outlined under his general theory of MBO, we hereby present and analyse the data collected for the study to enable us discern the extend to which the APER scheme affects the morale and performance of Civil Servants in Katsina State. That is to say we shall see how the various aspects of the existing appraisal scheme affects the performance of Katsina State civil servants. This could either be positively or negatively.

To test our hypotheses, we investigated eighteen different aspects of the appraisal scheme. These are; fair understanding of the reason(s) why performance is assessed; impression of the appraisal scheme; satisfaction/ disatisfaction with the appraisal scheme; performance ratings and promotion exercise; freedom to see performance

ratings; factors that influence promotion exercise; the raters in PA programme; frequency of the appraisal exercise; tasks of a manager, target setting viz-a-viz performance appraisal; role of counter-signing officer in the appraisal scheme; reliance on a single tool for reporting performance; giving feedback to ratees about their performance, retention of the present appraisal of system; retention of character traits in the appraisal system, open reporting system and objectivity in the appraisal system; and person(s) best suited to assess performance. These are the aspects of appraisal scheme examined in this study. As earlier stated, questionnaire and oral interview were mainly used in obtaining data. The responses obtained are presented and analysed here below.

In the first instance, we attempted to find out whether civil servants in Katsina State Civil Service have a fair knowledge of the reason(s) why their performance is assessed through APER. This indeed is the bedrock of any management tool as it has to be understood for it to make any reasonable impact on its consumers. We hereby present the outcome of the investigation as per table below:

TABLE 4.1

Fair understanding of the reason why performance is assessed.

Response	Number	%
Yes	36	83.7
No	5	11.6
No Response	2	4.7
Total:	43	100

Source: Research conducted by the writer in the various Departments of the Military Governor's Office, Katsina.

The question asked respondents is: Do you have a fair knowledge of the reason why your performance is assessed?

As is seen above, a considerable number of the civil servants served with the questionnaire responded in the affirmative. To be precise 83.7% of the respondants expressed that they have a fair knowledge of the reason(s) why their performance is assessed. Thus, only 5 respondants representing 11.6% expressed ignorance of the reason why their performance is assessed while 2 respondants representing 4.7% indicate no response.

On the employee impression of the appraisal scheme, the verdict of the respondants is as tabulated below.

TABLE 4.2

Description of APER instrument

Response	Number	%
Simple/ Objective	24	55.8
Cumbersome/ Subjective	15	34.9
No response	4	9.3
Total:	43	100

Source: Research conducted by the writer in the various Departments of the Military Governor's Office, Katsina.

Going by the table, it appears that a considerable percentage of civil servants in Katsina State are still in support of the present APER instrument.

On the question of whether civil servants in Katsina State are satisfied or dissatisfied with the Annual Performance Evaluation Report as currently in use in the civil service, the table below indicates the number of responses.

TABLE 4.3

Satisfaction/Dissatisfaction with the appraisal system.

Response	Number	%
Satisfied	23	53.5
Dissatisfied	18	41.9
No Response	2	4.7
Total:	43	100

Source: Research conducted by the writer in the various Departments of the Military Governor's Office, Katsina.

The question asked respondants is: What is your view of the current appraisal system?

It needs to be clearly stated that employee performance appraisal has a lot to do with employee productivity. If it is not given the necessary attention it deserves, it could go along way in causing frustration with the resultant loss of productivity among employees. On the other hand, if properly handled, it could serve as a morale booster thereby enhancing employee productivity.

From the above table (4.3), it could be seen that 23 respondants (53.5%) are satisfied with the appraisal system while 18 respondants representing 41.9 of the respondants are dissatisfied with the appraisal scheme. Two (2) respondants representing 4.7% are undecided.

The next question asked respondants has to do with the relationship between promotion exercise and performance appraisal. It is generally acknowledged that promotion implies not only increased responsibility, but also it is a process through which positions are filled in the service. Only when such an opportunity is offered to the employees does the sxrvice guarantee career opportunity meant to attract capable juniors of new employees. That is to say it is a system through which an opportunity for growth and stimulus to grow is offered to employees. In the civil service, there are many bases through which an employee could be promoted. We shall here consider the most important ones.

One of such bases is performance. By performance we mean, demonstration or exhibition of capabilities on a lower job. This could be seen through demonstration of special interests experience, maintenance of records, examihations, performance evaluation etc. Seniority is also another important factor to be recknoned with, it connotes lenght of service. Its role in promotion exercise in the service cannot be under emphasised. Examinations is employed when a select group of employee are to be considered for promotion. This is mostly associated with mechanical, clerical, typists and related jobs. Yet again trail on the job is also another factor.

TABLE 4.4

Relationship between appraisal scheme and promotion exercise.

Response	Number	%
Yes	29	67.4
No	13	30.2
No response	1	2.3
Total:	43	100

Source: Research conducted by the writer in the Departments of the Military Governor's Office, Katsina.

The question asked respondants is: In your opinion, do you agree that today there is only one reason why performance is assessed; that is promotion. As can be observed from table 4.4 above, 29 respondants (67.4%) indicate that promotion in the Katsina State Civil Service is mainly carried out for promotion exercise. Thirteen (30:2) respondants express contrary view while one respondant (2.3%) indicated no response. This is indeed an indication of a negative use of performance evaluation as it is meant not only to be used for promotion exercise alone but also for many other critical decision. It is no

doubt an important and effective tool for employees s supervision. It provides the much needed feedback to employees about how they are progressing on the job. This offers employees with the opportunity to evolve a strategy for over-coming any short-comings which might be identified during the evaluation exercise. Employees appraisal is also used to identify training needs of employees and many other related personnel matters.

To further understand the role APER score play in the promotion exercise in the Katsina Civil Service the researcher want a step further to examine personal secret files of some thirty randomly selected employees. This is meant to enable the researcher go into written documentation of the appraisal system to enable me understand whether the APER score have any bearing with the promotion exercise. To do this, the invewtigator limited himself to the period 1988 to 1990. This period though short witnessed a number of promotion exercise, carried out in the selected government establishment, that is Military Governor's Office, Katsina. The out-come of the investigation is that performance ratings are categorised into different classification such as A, B, C, D, and E. Under this/classification, 'A' stand for outstanding performance rating, 'B' stand for very good performance rating, 'C' stand for good performance rating, 'D' stand for a fair performance rating and 'E' present

an unsatisfactory performance. From the investigation, it was discovered that only staff with A and B grades are promoted while those with the other ratings are ommited from the promotion exercise. However, performance as through APER is combined with seniority while considering staff for promotion.

Closely related to above is the role of performance appraisal rating and promotion exercise. An investigation carried out through the use of questionnaire gave us the table below:

TABLE 4.5

Performance rating and promotion exercise

Response	Number	%
Always	21	49.0
Occasionally	18	42.0
Never	3	7.0
No response	1	2.3
Total:	43	100.3

Source: Research conducted in the office of the Military Governor's, Katsina.

The question asked respondants is: Do performance ratings have any impact on promotion exercise in your establishment?

As can be observed from the table above, twenty one respondants represent 48.3 of our sample are of the opinion that performance scores have an important role in promotion exercise in their establishment. 41.9% (18 respondants) are of the feeling performance scores are only occasionally considered when considering staff for promotion exercise. Only if respondants indicate 'Never' meaning that APER scores do not play any role in promotion exercise in their establishment.

It becomes pestment to mention here that performance scores going by the table above do not play the desired role in the promotion exercise. It needs to be stated that performance should form the primary basis of any sound promotion exercise. Although there are instances when it should be combined with other factors. These could be dearly seen in the ease of cadres that required additional training.

Another area covered by the study pertains to freedom of employee to see performance ratings. We addressed ourselves to the issue because there are complaints that the open reporting system is not being operated as it should be as ratees are being denied the opportunity to see the APER ratings. In this wise, appraisal interview that is

supposed to serve as an avenue of job counsel-[illegible] as both the supervisor and the employee are expected to communicate in the most effective way their perceptions of the employees performance. Supervisor, rather than being participative in appraising their subordinates' performance more often than not decide to be directive of the negating the essence of the introduction of the open reporting system. If ratees are allowed to take part in the appraisal interview, it will be able to agree or disagree with the supervisor. Numerous studies in the subject matter have shown that the more directive the appraisal, the less effective it is in improving employee performance and motivation.

TABLE 4.6

Freedom to see performance ratings

Response	Number	%
Always	31	72.1
Occasionally	6	14.0
Never	5	11.6
N o response	1	2.3
Total:	43	100

Source: Research conducted by the writer in the Department Establishment and Training, Katsina.

The question asked respondants is: Have you been allowed to see and if necessary comment on the appraisal of your performance by your superior officer?

From the table above (4.6), one could see that employees in the Katsina Civil Service are mostly consulted by their superiors while assessing their performance. That is to say that one of the essential features of the open reporting system is strictly being observed. This does not only ensures effective supervision of employees but also ensures that staff who are performing well receive formal recognition for their performance. At the same time staff who are not performing well could be made to understand their points of weakness with a view to make necessary amends. During the appraisal interview, it is often desirable that supervisors and their subordinates discuss the actual performance of the subordinates. The necessary feedback should equally be provided to assist subordinates know their effectiveness and possibly plan for improvement where desirable. Fred Luthens emphasise that "effective feedback should be related to performance which employees can specifically recall, analyse and act upon. It deals with a description of what the employees did rather than judgements of the employees attitude, personality, or individual traits.[1] Thus, appraisal interview is no doubt an invaluable tool for improving subordinates performance if it is effectively done. However, if it is badly handly handled, it could be a source of frustration and

non performance. This is why it is said that the setting for the interview should be given due regard.

One important aspect of appraisal scheme covered by the study are factors that influence promotion exercise in the Katsina State Civil Service. Promotion, as we have already seen is an avenue whereby career progression is ensured to the employees. It does not only connote increased responsibility but also increase in pay. Table below illustrates the responses.

TABLE 4.7

Factors that influence promotion exercise.

Response	Number	%
Efficiency/ Productivity	6	14.0
Seniority/ Experience	19	44.2
Training/ Qualification	3	7.0
Conduct	3	7.0
Vacancy	9	21.0
No response	3	7.0
Total:	43	100.2

Source: Research conducted by the writer in the Katsina State Civil Service Commission and the Department of Establishment and Training, Katsina.

The question asked respondants is: In your opinion, which of the following factors most influence promotion exercise in Katsina Civil Service? From the table one could see that the most important of all bases of promotion in the Katsina State Civil Service is seniority/ Experience. Other factors that should under normal circumstances be given periority attention are not. Rather, the age long notion of considering only experience and seniority remains the major consideration. This is indeed a negation of the promotion of the 1988 Civil Service Reforms as legalised by decree 43 of 1988 which states inter alia states that "The Annual Performance of each staff shall focus principally, on an aggregation of his target achievements during the relevant year. The reforms specifically emphasised that actual performance compared with prescribed performance standards, character traits; attendance and punctuality at work and leadership performance. It further states that the actual evaluation of an officer should take the form of awarding him marks based on the weight attached to each criterion. T he reforms gave a devastating blow to experience/seniority while considering staff for promotion as only 5% of the total scores are now attached to it. This if implemented could go a long way in putting an end to age long consideration which was widely condemned by the presidential Task Force on Civil Service Reforms. The emphasis is now on performances as measured through APER, performances at interview and training. This

is of course, a welcome development as people with no qualification and incapable of performing could no longer scale through the promotion exercise simply because of the number of years they have put into the service.

It is be mentioned that for Katsina State Civil Service to make any appreciable progress in boosting the morale of its civil servants, a well articulated system of promotion must be envolved. To do this is the urgent need to of the adoption of the criterial set by the 1988 reforms as its provisions seem to be quite adequate. Organisation could thrive well without ensuring its employees of career progression based on fair principles. Experience/Seniority could only be given major consideration when all other factors are at far.

Yet again, another important aspect of the appraisal system is the role of the raters in the appraisal scheme. No doubt, the raters have a difficult task in the exercise, they are not only expected to judge the performance of their subordinates by filling APER forms correctly but are also expected to justify the ratings to their subordinates. Being generous in the gradings does not help matters as employees are supposed to know their weak points so as to improve upon them.

TABLE 4.8

The raters in a performance Appraisal Programme.

Response	Number	%
Yes	29	67.4
No	13	30.2
No response	1	2.3
Total:	43	99.9

Source: Research conducted by the writer in the Katsina State Civil Service Commission and the Department of Establishment and Training, Katsina.

The question asked respondants is: As a supervisor, do you feel free while assessing the performance of your subordinates?

The table indicates that 29 of the 43 respondants agree that they feel free while assessing the performance. This represents 67.4% of the respondants. While 13 respondants, representing 30.2% say they do not feel free. One (1) respondant did not indicate any response.

The table, therefore, shows that a reasonable number of supervisors in Katsina State do not have any major problem when it comes to the evaluation of the performance of their subordinates. This is rather encouraging as supervisors have to feel free if they are to complete the APER form fairly. This will minimise the problems usually

associated with the completion of the forms. This is the only way supervisors could include positive and negative incidents while completing the APER forms. From the table (4.8) above, one could see that 30.2 respondants do not feel free while evaluating the performance of their juniors. This could be overcome if supervisors are properly trained on how to approach the appraisal system. If this is to be ensured, training programme must be envolved whereby supervisors are trained on how to complete the forms. They should be trained on the act of recalling performance.

Frequency of the appraisal scheme also received the attention of the researcher. Under the APER system, supervisors are annually or at some other time (as is the case with temporary employees) required to complete the APER forms. This arrangement has been criticised by some management scholars who feel that the arrangement does not fare well for proper counselling of employees. Stahl inserts that:

> Supervisors are reluctant to go over old ground with long term employees especially, and they often recoil from the artificiality of a process which seems to say: "Today I consider how my employees are doing" as if all the rest of the time does not count. Many do not hesitate to deal forth-rightly with their subordinates on their daily work products or behaviour, giving counsel on what is wrong and what is right improve the situation as each occasion requires, but shrink from an effort to sum this all up and confront each employees with a periodic accounting of his total performance. In fact, some feel that this

> forced confrontation is at best awkward, replete with possibility of each party saying the wrong thing and at worst destructive. What may otherwise be a salutary relationship.[3]

The table below summarise the responses of the question asked on the frequency of the appraisal exercise.

TABLE 4.9

Frequency of appraisal exercise

Response	Number	%
Six months	17	39.5
One year	24	55.8
Two year	2	4.7
Others	0	0.0
No response	0	0.0
Total:	43	100

Source: Research conducted by the writer in the Civil Service Commission and Ministry of Agriculture, Katsina.

The question asked respondants is: How frequently should the performance of employees should be assessed?

Timing is an important part of an effective and efficient appraisal system. That is to say, when should employee performance appraisal take place? Many personnel management scholars have of recent emphasised the need for

more frequent employee performance appraisals. Some even suggest that it should be done twice yearly or even on monthly basis. This is one of the reason why the researcher choose to include the matter in his questionnaire. From the table (4.9), it is clear that Katsina State Civil Servants are mostly satisfied with the present arrangement whereby employees performance is assessed on yearly basis. This is because of the 43 people that responded to our enquiries, 24 of them representing 55.8% are in support of the present timing. Seventeen (39.5) respondants are of the opinion that it should be carried out on six months basis, two respondants say that it should be done on two year basis. There is no suggestion as to indicate that it should be done on one month basis.

Another aspect of performance appraisal we addressed ourselves to are the tasks of a manager. Managers of whatever organisations and irrespective of the size, composition and activities of such an organisation are expected to comform to certain things that are very essential for the smooth running of such establishment. Therefore, the prime task of any manager should all the time be obtaining the highest possible performance from his subordinates and developing them for improved performance. The question asked is put in such a way as to know ehether the present APER system in the Katsina State Civil Service ensures this. This issue is really

important as it is also a contributary factor towards boosting employee morale and productivity. The table below is self explanatory:

TABLE 4.10

Tasks Of A Manager

Response	Number	%
Yes	22	51.2
No	20	46.5
N o response	1	2.3
Total:	43	100

Source: Research conducted in the various Departments of the Military Governor's Office, Katsina.

The question asked respondants is: It is said that the prime tasks of any manager must always be obtaining the highest possible performance from all those reporting to him and developing them for improved capability. Do you think the present appraisal system ensures that?

From the table (4.10) it should be said that the verdict of the respondants is as follows: our present APER instrument is 51.2% all right as it ensures that supervisors obtain the highest possible performance from their

subordinates. 46.5% of the respondants hold a contrary view as they express that the appraisal system does not ensures that managers obtain the highest possible performance.

It may be stated here that if supervisors are to serve as a source of inspiration to their subordinates, they must-strive hard to establish report with them. By subordinates. One way of ensuring this is by way of deliberately counselling the juniors at all time to ensure that the organisational goals are achieved. Hence, the supervisor must not see himself as a boss but rather as a counsellor who is always ready to listen to his subordinates problems and finding immediate solutions to such problems. The vital factors in a supervisors work is increased efficiency in the overall management of human resources with a view to boosting employee morale and productivity.

Target setting is an important aspect of the appraisal system that is at the moment gaining increasing importance and acceptance by all managers of resources. Indeed, paragraphs 19 - 22 of the schedule to the civil service (Re-organisation) Decree No. 43 of 1988, provide for a performance evaluation scheme and the practice of target setting in the civil service. It is emphasised that:-

> The Chief Executive of a Ministry/Extra-Ministerial Department shall institute mechanisms for ensuring that each civil

> servant under him is performance oriented and produces the concrete results expected of him. That fact that much of the operation of the civil service is of a routing daily nature shall not be taken to mean that the expected 'Output' of each civil servant is not identifiable and measurable and consequently, amenable to target setting.4

Target setting is therefore, an indisponsable aspect of a sound appraisal system. It is one way through which employee morale could be boosted. It will subsequently have a positive impact on him by way of raising the standard of his performance. It is to be emphasised here that morale and performance are closely linked. An employee with low morale can hardly perform to the satisfaction of his employer. Likewise an employee with high moral is likely to perform to the satisfaction of his employer.

TABLE 4.11

Target setting viz-a-viz performance appraisal.

Response	Number	%
Yes	43	97.7
No	1	0.3
No response	•	0.0
Total:	43	100

Source: Research conducted by the writer in the various Departments of the Military Governor's Office.

The question asked respondants is: It is stated that is a person is to perform at anything like his full potential he needs to know three things:-

- What his job is
- What standard of achievement is expected of him
- How he is getting on.

Do you agree that these be incorporated into our appraisal system?

The verdict of our respondants is that 97.7% of them are of the view that these essential features of target setting should be incorporated into the appraisal system. Only one respondant representing 2.3 of the total respondants shows objective to the proposed. Going by the outcome of the investigation, it could be said that civil servants in Katsina State civil service are yearing for an appraisal system that ensures that their performance is evaluated on the basis of set standards. This of course, in line with modern management thinking. If a fair appraisal scheme is to be evolved, it has to ensure that the present ad-hoc nature with which the appraisal exercise is held is abandoned. The arrangement whereby, APER forms are completed only when employees are due or about due for promotion is most retrogressive and outlandish. Employees must made to understand the full uses of employee appraisal scheme rather than restricting it to a narrow and myopic use. The use of target setting does not in any way reject

its being used along with other forms of appraisal for organisational efficiency.

The role of the counter-signing officer in the appraisal system is yet again another touchy issue in the APER scheme. Many people have expressed the view that the provision of a [illegible] counter-signing officer to complete and the allowance that he could amend the rankings of the reporting officer renders the appraisal confidential. Yet again, others are in support of the retention of the provision since according to them, it provides a sought of a check on the reporting officer. This makes him to act responsibly as he has to justify his assessment to the counter-signing officer. It is also a manifestation of the reporting officer's firmness as any report or grading that could not be justified may be querried by the counter-signing officer.

By counter-signing officer, it is meant either the Head of Department or an officer who is at least one grade level superior to the reporting officer and who has had the opportunity of over-seeing the job of the officer reported on. Any change made by him should be discussed with the reporting officer and such changes or amendments supercede that of the reporting officer. At this juncture, the person whose performance is being evaluated need not see or discuss the amendments. This is the particular aspect that has proved contentious as employees have developed to see it as uncalled for as if they have been shielded away

from the comments/amendments.

TABLE 12

Role of counter-signing officer in the appraisal system.

Response	Number	%
Yes	19	44.2
No	20	51.0
No response	2	4.7
Total:	43	99.1

Source: Research conducted in the Katsina State Civil Service Commission and the Department of Establishments and Training, Katsina.

The question asked respondants is: Do you agree that the role of the counter-signing officer in the present APER renders the appraisal system confidential?

It is clear from the table that there is disagreement among the respondants as regards the role of the counter-signing officer in the present APER system. However, over 51% of the respondants are in support of the retention of the section while over 44% are against its retention. The respondants that supported the role of the counter-signing officer are of the view that it serves as a check on the reporting officers. The reporting officer knowing well that

he is not the final abiter in the exercise becomes more realistic in the assessment of his subordinates. This prompts the reporting officer to give the whole affair a very serious thought and to take extra care in completing the APER forms. On the other hand, the respondants that rejected the inclusion of the section on counter-signing officer are of the view that its inclusion renders the appraisal system confidential as ratees are not allowed to see the counter-signing officer's comments. This is more so as the counter-ginging officer could amend the ratings by the reporting officer without the knowledge of the employee. Therefore, if the motive behind the appraisal system is to counsel employees, they should be able to see the counter-signing officer's comments or the whole section be removed from the appraisal scheme.

Reliance on a single format for reporting employee performance is another aspect that has drawn attention of management scholars. In the civil services in the federation, there is the tendency for reliance on a single format as examplified by the use of APER form in all the civil services of the federation. Stahl Apptly describes the situation as follows:

> Typical annual performance rating, stretched and contorted to be usable for future promotion comparism, for diagnosing training needs, for salary advancement, and for order of lay-off, to serve as a stimulus to better performance and, above all to represent an honest and valid appraisal, has naturally been found wanting.

> No known method of ordering judgements or recording them has been able to satisfy such diverse purposes all at the same time. Consequently, current thinking has been directed toward the use of special methods; each tailored to suit a particular purpose.[5]

In order to clarify the matter, the researcher endeavoured to research into the matter so as to know the stand of Katsina State Civil Servants on the use of a single format to report their performance in respective of the divergencies in the nature of works undertaken by the respective places of undertakings. The table below illustrates the situation.

TABLE 4.13

Reliance on a single format for reporting performance.

Response	Number	%
Yes	24	55.8
No	19	44.2
No response	0	0.0
Total	43	100

Source: Research conducted by the writer in the various departments of the Military Governor's Office, Katsina.

The question asked respondants is: Do you support the idea that Ministries/Departments should be allowed to evolved their own appraisal systems that suits their establishment?

The finding as per the above table are 55.8% of the respondants hold the view that Ministries/Departments should be given the option of evolving an appraisal scheme that suite the undertakings of their establishments. This will enable them to consider the peculiarities of their establishments. However, 44.2% of the respondents are of the feeling the a single tool is quite adequate.

Closely related to the issue of allowing staff to see APER ratings is the issue of giving appropriate feedback to ratees about their performance. It has been observed that one of the most difficult aspects of APER is justifying performance ratings to ratees. Little, or no help is provided by the form since target setting is not incorporated into it. At the same time, employees would like to know specifically what aspects of their performance need improvement and what parts were satisfactory. This is the crux of the matter as this is the only way the objectives of APER could be attained, that is improving performance. Giving feedback to ratees about their performance will, in addition, ensure that non job related factors i.e appearance or personality are not allowed to influence the raters assessment as it is very difficult to be justified to ratees.

Beatty and Schneier explain the situation as "Telling people how they are doing poorly is still a difficult

and anxiety producing process for most raters and ratees. However, ratees want to know where they stand and what they must do to improve their performance. Thus, feedback is vital to them.

To know whether Katsina State Civil Servant are provided with the appropriate feedback or not, we investigated the matter and the table herebelow summaries the responses.

TABLE 4.14

Giving feedback to ratees about their performance.

Responses	Number	%
Yes	19	44.2
No	24	55.8
No response	0	0.0
Total	43	100

Source: Research conducted by the writer in the various departments of the Military Governor's Office Katsina.

The question asked respondants is: Do you think the present APER ensures the much needed feedback to employees on their achievements/shortcomings?

From the result of the investigation we find that 44.2% of our respondants are satisfied that the present APER system in Katsina State Civil Service ensures that

employees are given the appropriate feedback as regards their performance during the reporting year. However, 55.8% are of the view that the necessary feedback is not ensured by the APER. This is rather a sad situation as more than 50% of our respondants have responded negatively to our question. This is more relevant as it is generally acknowledged that the most effective performance appraisal programme allows for ratee participation and provide for feedback to the officers reported on. This allows commitment of such officers to the goals of the appraisal programme.

Another important aspect to the study is to find out what appropriate step to be taken on the employee performance reporting format APER. That whether to retain it as it is without any change, to improve upon the format or to completely change it with a new one. It is our contention here that if employees are satisfied with the existi·g format they are likely to show more commitment to the organisational goals. Conversely, if they are not satisfied with it, they will show lukewarm attitude to work.

It needs to be pointed out here that most of the major studies and articles that have appeared in the management journals in this country have always been critical of the appr1isal scheme. This is moreso, with the replaced, confidential reporting system. It is a truism that even the APER system was not spared by such criticisms.

The Presidential Task Force on Civil Service Reforms was very critical of the APER and it called for its replacement with another one. To our understanding up to now an acceptable one is yet to be evolved.

To test the attitude of Katsina State Civil Servants they were asked to state what to do with the format as enumerated above. Their responses are as shown in the table below.

TABLE 4.15

Retention of the present appraisal system

Responses	Number	%
Changed	3	7.0
Retained	17	39.5
Improved upon	22	51.2
No responses	1	2.3
Total	43	100

Source: Research conducted by the writer in the Katsina State Civil Service Commission and the Department of Establishments and Training, Katsina.

The question asked respondants is: Which of the following statements do you subscribe to?

(a) The present APER form should be changed with a new one.

(b) It should be retained

(c) It should be improved upon.

Thus, the majority of respondants are of the view that the present APER form should be improved upon. Their main concern is that it does not give room for target setting as too much emphasis is placed on schedule of duty. Hence, the accomplishment of staff are not considered when appraising their performance. This should give way for a format that combines with those of target setting. The two, according to our respondants if combined, will give Katsina State Civil Service a more reliable appraisal system, it will satisfy the yearings of both the raters and ratees as the yardstick for measuring performance will be clearly articulated.

The next issue the researcher addressed himself to is the issue of retention of character traits in the appraisal system. Many management scholars and students alike are of the notion that by using character traits in appraising employee performance, we run the risk of appraising the person r~ther than his accomplishments.

Traits method of reporting employee performance is said to be the most commonly used method of rating employee performance. In Nigeria, it has been in used since the formal establishment of British Colonial Administration and it is still in use. Under the system, the form is designed in such a way that a list of personality and job related traits which are viewed at as critical for job performance.

Examples of such traits are initiative, loyalty, drive, enthusiasm, integrity, honesty, reliability under pressure, etc. In most cases these traits are measured on some instrument of either 'A' to 'E' or alternatively one to five. It is argued by management from the basis of employee performance appraisal, subjectivity becomes a major problems. However, there are still some management scholars who are of the strong belief that you cannot divorce an individuals performance from his personality. The table below summarises the responses of our respondants.

TABLE 4.16

Retention of character traits in the appraisal system.

Responses	Number	%
Yes	30	69.8
No	8	18.6
Indifferent	5	11.6
Total	43	100

Sour e: Research conducted by the writer in the various Departments of the Military Governor's Office, Katsina.

The question asked respondants is: In your opinion, do you think that the retention of character traits such as fore-sight, penetration, judgement, expression on paper, oral expression etc, it desirable in our appraisal system?

From the table it can be adduced that a considerable percentage of your respondants still believe that character traits should be retained in our appraisal system. To be specific 69.8% of our respondants are in support of its retention. Only 18.6% of the respondants are against the retention while 11.6% are indifferent to the method employed.

The researcher also addressed the issue of open and confidential reporting systems. These are the two systems being used in reporting employee performance. For instance, we have already seen that confidential reporting system was in use in the civil service of Nigeria up to 1976. It was in this year that it was replaced with the open reporting system. The confidential reporting system was faulted by the civil servants as they felt that it was an unfairmethod of assessing their performance. Its main characteristic is that employees are not allowed to see the assessment made by his emperior officer. That is to say civil servants are not allowed to see how they are performing on the job as feedback is not provided for under the system. On the other hand, the open reporting system ensures that employees are not only allowed to see but also participate in the exercise. It needs to be said that openness as examplified by APER allows for feedback and can lead to corrective action by both the subordinate whoe performance is beingassessed and the supervisor who is in charged with the responsibility of assessing his performance.

TABLE 4.17

Open reporting system and objectivity in the appraisal system.

Response	Number	%
Yes	25	58.1
No	18	41.9
Indifferent	0	0.0
Total	43	100

Source: Research conducted by the writer in the Katsina State Civil Service Commission and the Department of Establishments and Training, Katsina.

The question asked respondants is: It is contended that since the introduction of the open reporting system we stopped having objective reporting system. Do you agree?

The result of our investigation as enumurated in table 4.17 above shows that 58.1% of our respondants are of the view that we stopped having an objective appraisal system since the introduction of the open reporting system. This apathy shown by our respondants could be explained by the fact that many supervisors have developed disinterest on evaluating work of their subordinates on face-to-face basis. This is because, any negative report could generate negative response from the subordinate.

Another reason is that the civil service does not seem to have provided the supervisors with the necessary skill required of them especially in the area of performance appraisal.

Another important dismension of the appraisal process investigated by the researcher is the opinion of the respondants as regards the person best suited to assess performance. This is another aspect of the appraisal exercise that if it is not well handled, could create dissatisfaction among employees.

To find out the feeling of Katsina State Civil Servants as it partains to the issue, a list of some officials was made from which our respondants were asked to choose the one they consider as best suited to evaluate their performance. The table below is self explanatory on the outcome of the investigation.

TABLE 4.18

Person best suited to assess performance.

Responses	Number	%
Immediate Supervisor	33	76.7
An Officer above the immediate supervisor	2	2.7
Head of the appropriate department	8	18.6

Table 4.18 cont'd:

Response	Number	%
The Director	0	0.0
No responses	0	0.0
Total	42	100

Source: Research conducted in the Military Governor's Office, Katsina.

The question asked respondants is: Which of the following do you think is best suited to assess your performance?

Our respondants are almost unanimous in responding that the immediate supervisor officer is the person best suited to assess an employees performance. This is because 76.7% of our respondants share that opinion. The immediate supervisor of course is the employees immediate supervisor officer, supervisor that comes across his work on a daily basis.

FOOTNOTES

1. F. Luthens, and M.J. Mathink, The Practice of Supervision and Management, Kosaide Printing Company Tokyo. 1979, P.256.

2. Federal Republic of Nigeria Official Gazette Decree No. 43, Civil Service (Re: Organization) Decree 1988, P.A. 795.

3. O. G. Stahl:Public Personnel Administration, 7th Ed., Harper and Raw Publishers, New York 1976, P.209.

4. Decree No. 43, Ibid P.A 796.

5. Stahl Bid, P. 208.

6. R. W. Beathy and C. E. Schneir. Personnel Administration: An Experimental/Skill Building Approach, Addison-Wesbey Publishing Company, Inc, Philippines, P. 83.

CHAPTER V

CONCLUSION:

5:1 SUMMARY:

The importance of employee performance appraisal in the Nigerian Civil Service in general and the Katsina State Civil Service in particular is parvasive and incontrovertible. Human resource as we have been elsewhere in this study, is the most important resource of any organisation. All other resources have to be activated by human resource. Therefore, without well motivated work force, organisational development will prove elusive. Any human grouping that fails to appreciate the importance of its human resource can neither be efficient nor effective in its day-to-day undertakings.

Employee performance is generally acknowledged by management scholars as being a measurable concept. This could be done by trying to quantity achievement (otherwise referred to as result or output) and cost or input. These physical measurement of employee performance against output and input could be related to efficiency, effectiveness, economy and productivity all of which could be subjected to some form of quantification. That is to say quantification must not always be related to financial measures.

In the previous chapters, we have already enumerated most of the problems associated with the employee performance reporting instrument better known as APER. These problems are mainly in its concepts, contents, and of course mode of application.

We shall here below attempt to outline although in a summarised from our major findings. It is hoped that the findings will assist our policy makers in coming up with a widely accepted employee appraisal format. An acceptable of a fair appraisal format in this wise, is the one that takes into consideration both the rater and ratees interest into consideration.

From the study we discovered that 87.7% of the respondants have a fair knowledge of the reasons why their performance is assessed through APER. Only 11.6% of the respondants expressed ignorance of reason why their performance is assessed. Thus, we can say that there is a high degree of awareness among the Katsina State Civil Servants on the role of APER as an instrument of performance measurement.

Our respondants are 55.8% of the view that the present APER instrument is simple/objective. While 34.9% of the respondants hold the view that the APER instrument is cumbersome/subjective. The other people representing 9.3% of the sample did not respond to the question. This is an interesting finding as it runs contrary to our first hypothesis which ho?'s that Katsina State

civil servants are dissatisfied with the appraisal scheme. It was our feelings that Katsina State Civil Servants will expresses the opinion that appraisal system is cumbersome/subjective.

Closely related to the above is the issue of satisfaction and dissatisfaction with the appraisal scheme. This question also has to do with our first hypothesis. We discovered that there is no close agreement among Katsina State Civil Servants on the matter. This is because 53.5% of the respondants expressed satisfaction with it, while 41.9% expressed dissatisfaction only 4.7% choose not to answer the question. This finding, yet, again is amazing as one would have sought that Katsina State Civil Servants have no course to be satisfied with the appraisal system.

Another factor that very much affects satisfaction or dissatisfaction with the employee performance appraisal system in Katsina State civil service has to do with its role in promotion exercise. As we have already seen, 67.4% of our respondants are of the view that performance as assessed through APER is undertaken mainly because of promotion exercise. It is discovered that APER forms are mostly completed by employees when they become due for promotion knowing well that they will not be considered for such an exercise if their APER forms are incomplete. This definitely does not augur well for the service.

Employee appraisal, if it is to serve as a corrective devise it must be taken more seriously. A situation whereby it is done only when an employee is due for promotion is most unfortunate and must be discouraged.

Closely related to above is the relationship between performance scores and promotion exercise. This is also related to our first hypothesis. It is hypothesised that Katsina State Civil Servants are dissatisfied with the appraisal system. APER scores have no doubt a direct relationship with the appraisal system. For instance, employee with outstanding overall evaluation are expected to be promoted while those with a 'fair' or 'weak' assessment are expected to be omitted from the promotion exercise. If this rule is not followed, employees will feel aggrieved and that could have a negative effect on their overall production. From our investigation, it is found out that Katsina State Civil Servants have mixed feelings as regards the role of APER scores and promotion exercise. It is discovered that 41.9% of the respondants expressed the view that APER scores are occasionally considered. They feel that some other factors are allowed to come in when considering employees for promotion.

Also related to employee satisfaction with the appraisal system is the issue of freedom for ratees to see APER scores. This is the issue of opennee/hideness of the appraisal sytem. We have already mentioned that keeping APER scores away from the ratees is disfunctional to the appraisal exercise. Certainly if APER is meant to serve as a corrective measure and for employee development, it must not be kept hidden from the ratee. It is rather encouraging that we find out from the investigation that 72.1% of the respondants are allowed to see the APER scores. This is contrary to our expectation as has disproved our hypothesis.

Also to test our hypothesis we looked at a number of factors the researcher felt could influence promotion exercise in the Katsina State Civil Service. To do this, we provided our respondants with five categories of options from which to choose one. It is discovered that 44.2% of our respondants are of the view that seniority/ experience are much more considered when promoting staff than the other factors. Really, a situation whereby these age -ong rejected factors are allowed to determine potentiality for promotion cannot be said to be a result oriented one. For instance, efficiency/productivity that should under normal circumstances carry more weight are relegated to the backgfound. This is so because only 14% of the respondants say that they determine the promotion exercise in the Katsina State Civil Service. Training/qualification received only 7% conduct and vacancy 21%.

Another issue the study addressed itself to is whether ratees feel free when assessing the performance of their subordinates. It is rather encouraging that 67% of our respondants are of the view that they feel free while assessing the performance of their subordinates. However, 30.2% of the respondants had a negative response to the question. This situation can be ameliorated by further educating Katsina State Civil Servants on the art of employee performance appraisal.

The study also found out that there is the need t to incorporate target setting in our appraisal system. This is because 97.7% of our respondants responded affirmatively to our question on whether target setting should be included in the employee appraisal system in Katsina State Civil Service or not. Only 2.3% of the respondants say no.

When asked whether Katsina State establishments should be given some measure of freedom to evolve different formats to report their employee performance, our respondants opinions were divided. For instance 55.8% are in support it.

On the retention of character traits in the appraisal system, 69.8% of our respondants are in support the retention only 18.6% are against the continued inclusion

of the character traits while 11.6% are indifferent to the question.

It is also discovered that 58.1% of the respondants are still in support of the continued retention of the open reporting system. However, 41.9% of the respondants are against the continued use of the open reporting system. Thus, there is the need for Katsina State Civil Servants to be educated on the advantages of the open reporting system. If supervisors are well educated on the system they will be in a position to explain to their subordinates whatever grading they are given during the appraisal interview. Also the adoption of target setting will be of tremendous help to the supervisors as the performance of subordinates will be evaluated against pre-determined targets.

It needs to be clearly stated here that our findings have disproved our hypotheses. It will be recalled that in the chapter one of this study we hypothesised that Katsina State Civil Servants are dissatisfied with the employee performance appraisal. As a consequence of this, the appraisal scheme has not served as a catalyst for improved performance. Our findings as stated above have not proved either of the hypothesis to be correct. Hence, the sagging morale Katsina State Civil Servants are associated with should be due to some other reasons.

In the previous chapters of this study, we have attempted to shed light on the various aspects of performance appraisal scheme in Nigeria and indeed the w world over. He have also seen how organisations no matter their size and mode of undertaking could not afford to turn a deaf ear on the appraisal exercise. This is because it could be done formally such as through completion of complex forms or informally through mere verbal discussions.

In the Katsina State Civil Service, our main area of concern, the role of performance appraisal as an important management tool has been well understood by both the government, supervisors and employees. This is the reason why the state civil service in conjuction with the department of establishments and training have voiced out their concern on how some supervisors are not rating the performance of their staff on the basis of their production. This, they attributed to lack of seriousness on the part of the supervisors.

It is ones contention here that if employee appraisal scheme is to succeed, it must be recognised that the exercise is not carried out as a punitive measure, but be seen as an exercise carried out with the primary aim of allowing the employee to have a knowledge of how he is performing. This is with a view to correcting short-comings thereby resulting in improved performace.

In chapter one of this study we hypothesised that Katsina State civil servants are dissatisfied with the employee appraisal scheme which consequently affects their morale and standard of performance. It was the perception of the investigator that the low standard of performance the Katsina State civil service is associated with has to do with the appriasal scheme. We have already seen that this assertion has been disproved by our findings.

It needs to be stated here that there are many factors that could affect the morale and performance of an employee. The work environment, the nature of the work itself, the people that man the organization, the renumuration, the appraisal scheme are just a few of the factors that can affect the accomplishment of an employee. In this wise, the low morale among the Katsina State Civil Servants could be explained by either of the factors stated above or some other factors as employee performance appraisal does not seem to play any major role.

To sum up, performance appraisal standards as clearly formulated through target setting should be stated in concrete and achievable terms to enable both the supervisor and his subordinate have a clear understanding of them. It is these performance standards that will assist the supervisor in evaluating the performance of his subordinate.

The standards are easily amendable to measurement as such the gradings of the rater could hardly be controverted by the ratee.

The point being made here is that for an effective appraisal that will satisfy the yearning of a supervisor and his subordinate, target setting must be employed. Target setting ensures that the interests of an employee is integrated with that of the organization. In the same vein, the work of the supervisor or manager is greatly assisted by giving him some form of performance measurement standards. The employee will also be at ease with the system as it ensures that his performance is evaluated on the basis of his accomplishment. The personal biases of supervisors that brought themselves to bear under the APER system will be a thing of the past or greatly minimised.

In a thumbnail, the APER systems as currently in use in the Katsina State Civil Service must be improved upon to encompass target setting if the desired objectives are to be achieved. Any appraisal system that fails to recognise the importance of target setting (performance standards) can not easily be subjected to reliable quantification as such contestable. Performance appraisal scheme should be viewed as an important instrument for managing employees and stirring them towards organizational objectives.

5:2 Recommendations:

A study of this nature on an important aspect of Personnel Management as Employee Performance Appraisal cannot be said to be adequately done without coming up with some specific recommendations on how best to improve on the subject matter. We have elsewhere mentioned that performance is a measureable concept. This, we said, could be done by trying to quantify achievement/result output/cost/input.

In a typical result oriented employee performance appraisal, there is the need for the incorporation of a number of measures that could greatly help in making the whole exercise interesting to both the appraiser and the appraisee. Concepts like Management BY Objectives (MBO), target setting and the like are already familiar to us. But these concepts are subject to different interpretations and if not well handled could only succeed in making things difficult. This is the more reason why the researcher goes at length in making specific recommendations that he feels could help in improving the present format of reporting employee performahce in the Katsina State Civil Service.

One of the major areas the researcher thinks should be given due attention is the concept of targe setting. In the past, the civil service was not as organised as it is today. Presently, the civil service is confronted with alot of challenges.

It is not only being reformed to live up to expectations but is also being increasingly exposed to public criticisms. Thus, therefore, the civil service has to adjust to the changing times to enable it cope up with these new but very challenging developments.

By target setting, it is meant that employees are designated those things they were expected to accomplish. In other words, the objectives. These objectives are reviewed with his supervisor for approval and his accomplishments are measured against these set targets. Under target setting an employee is given a period of up to one month to come up with his objectives and have them approved by his supervisor. At the wake of the reporting period say a year, these objectives form the bases upon which his performance is assessed. The system, therefore, gives emphasis to accomplishments rather than approach which the present APER is criticised of glorifying.

Yet again, another important component of target setting as perceived through the management process profounded by Peter Drucker is integration. By integration, it is meant that there is the need to integrate the objectives of the organisation with the objectives of the individual employees in it. This ensures that employees were committed to the objectives of the organisation.

Hence, the present trend within the management experts is the emphasis being placed on merit system and its component part viz target setting. The 1988 civil service reforms have their root to these two basic elements of modern administration. However, the reforms appear to be more of a paper work with little or no attempt at translating its contents into basic reality. This made it almost mandatory on the researcher into considering coming up with a format that could be used as a guide to targe setting in the Katsina State Civil Service and all the civil service in the Federation at large.

If the much touted setting is to be given a rightful place in our employee appraisal scheme, there is the need for us to detach it completely from the APER form. The present arrangement where the two are incorporated into the same form will not augur well for the civil service (see Annexture C). This is moreso, as the APER form when completed and countersigned by the reporting officer becomes a secrete document that should not be seen by the ratee. It is also enclosed in the ratees secret file and other actions could take place in the file that could make it very difficult for the form to be resurrected for appraisal purposes. Thus, two separate forms should be used for reporting employee performance and target setting respectively. The one for target setting could be kept in an open file for the

employee to be referring to on a month-to-month basis or as he deems appropriate. No secracy should be attached to it since it is a vital tool that specifies what he is expected to achieve within the reporting period. On the other hand, the APER system should be improved upon to enable it be carried out on a more practical and motivational principles that could lead to increased employee performance. It should also be conducted in such a way as to serve as a morale booster to the ratees.

It is also recommended that the present arrangement whereby employee performance in the Katsina State Civil Service is assessed once in a year should be retained. It, however, needs to be pointed out that an arrangement whereby APER forms are completed on ad-hoc basis is most retrogressive and unfortunate. A system should be devised where appropriate sanctions are employed on employees who fail to complete the APER forms at the appropriate time. This is emphasised because the researcher in the course of his investigation discovered that a good percentage of civil servants in the Katsina State Civil Service complete the APER forms only when they are about to be prompted. The Ministries and the civil service commission (CSC) do not seem to be giving the appraisal system any serious attention. Thus, the Personnel Management Department that came in the wake of the 1988 civil service reforms has a major role to play here. The Department no doubt has been provided with all the necessary wherewithal to function effectively.

It should be in a position to monitor the completion of the APER forms and the forms for target setting. These two forms must as a matter of priority be taken seriously to give the civil service the much needed result orientation. The completion of APER forms at the right time should be made compulsory and should be enforced by the personnel management department.

Another area that needs to be given attention is on the art of completion of the APER forms and target setting. The present arrangement in which employees are not trained on the importance of employee appraisal system and target setting greatly militate against the smooth operation of the system. At the moment, the average civil servant in Katsina State Civil Service looks at the employee appraisal system as a tool employed only when he is to be recommended to the Personnel Management Board for promotion. Other uses of the system that are at times more important than the above are not even brought into the limelight. By and large, the appraisal system in all its ramifications should be exposed to the employees. In fact an employee needs to know not only the various tenets of the appraisal system, but also all other modern management techniques that could help boost his morale and producitivity.

The aforementioned could be achieved through an elaborate, seminar, or conference. Thus both the newly recruited employees and even the older employees whose knowledge of the system could be updated from time to time could be made to benefit from such exercises. Allowing employees to continue to use the same procedure of doing thins make, employees susceptible to new ideas thereby negating the spirit of the civil service reforms.

It is hereby recommended that the present open reporting system in the Katsina State Civil Service be retained for its obvious advantages over the confidential reporting system. The open reporting system to its credit allows ratee to have an idea of how he is performing on the job. If it is combined with target setting, it is capable of giving the civil service a new lease of life. There is however, the need to ensure that supervisors are completely made to understahd the system as very many of them are still viewing the system as confidential thereby denying their subordinates of the much needed feedback on how they are performing on the job.

The researcher is also of the view that the present arrangement in which recommendation for training is provided for in the APER forms has not been receiving any serious attention. It is hereby recommended that the section be deleted from the APER form----------

Training of employees could be effectively handled through the normal 'Training Circular'. This has been the practice in the Katsina State Civil Service and it has proved very effective. The section in the APER form is hardly considered when considering employee for training purposes.

Another area that could hardly be ignored in a study on employee performance appraisal in the Katsina State Civil Service and indeed all the Civil Services in the Federation of Nigeria is the continued retention of character traits in the employee appraisal form. It is recommended that character traits should be retained as a person can hardly be divorced from his personal attributes. An individual personality could be a great extent affect his performance on the job. The argument that where personality traits and qualities are used as the basis for assessment, subjectivity is likely to set in is not very much tenable.

It is as well recommended that the role of counter-signing Officer in the appraisal system be retained. The fact that he is given the power to assess the report before countersigning does not render the whole exercise confidential. This is moreso as his role is essentially complimentary in the sense that he serves as a check on the reporting officer. This will make the reporting officer to exercise more restraint while reporting the performance of his surbordinate.

To sum up, the researcher has designed two separate forms that could be used for reporting employee performance and target setting respectively. The one for reporting the former is marked as Annexture 'D' while the one for the later is marked as Annexture 'E' to this thesis.

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CONFIDENTIAL

GEN. 78 (Revised)

ANNUAL PERFORMANCE EVALUATION REPORT

Period of Report : From_____ To_____

Part One

PERSONAL RECORDS OF EMPLOYEE

(To be completed by Officers in Grade Levels 03 and above)

1. Full Name of Officer.....

2. Date of Birth. _____

3. Ministry/Department (indicate Section/Division) _____

_____

4. Qualifications held (Degree, Diploma, Certificate, etc.) (underline those acquired during period of report)

_____

5. Date of first appointment into the Service. _____

6. Present Substantive Rank.....

7. Date appointed to Substantive Rank.....

8. Acting appointment held during period of report : indicate the portion (to the nearest month) of the period spent in grade_____

9. Courses undertaken during period of report _____

_____

10. Total number of days absent on sick leave during period of report_____

11. Present Job

Job Description :

(a) State below in order of importance the main duties performed during period of report.

_____

_____

_____

_____

_____

_____

_____

(b) State any *ad hoc* duties performed which are not of a continuous nature.

_____

_____

_____

_____

_____

_____

_____

_____

PART TWO

12. *To be completed by Reporting Officer*

Do you and the person reported upon agree on the job description and the order of importance (if not, please discuss the changes with him and record any unresolved difference here).

Yes/No*

13. **Assessment of performance**

How effective is he/she in the performance of the duties set out in 11 (*a*)? (What is needed here is an indication, for each of the duties in 11 (*a*), of how far he/she has achieved the required results).

14. **Aspects of performance**

In assessing performance you have already considered some or all of the following aspects ; would you now comment on and assess the aspects separately. Each aspect is described in terms of Outstanding (A) and Unsatisfactory performance (E). The three intermediate ratings (B, C, D) represent behaviour between these extremes.

Rating 'A' or 'E' should be given if you believe it is a generally true statement that could be supported, if necessary, by specific occurrences.

If you feel an aspect of performance not in the list calls for special comment, mention it at the end.

		A	B	C	D	E	
Foresight	Anticipates problems and develops solution in advance						Grapples with problems after they arise
(*b*) Penetration	Gets straight to the roots of a problem						Seldom sees below the surface of a problem
(*c*) Judgment	His decisions or proposals are consistently sound						Poor perception of relative merits or poor feasibility in most situations

* Delete whichever is not applicable.

		A	B	C	D	E	
(*d*) Expression on paper	Always cogent, clear and well set out						ambiguous, clumsy and obscure
(*e*) Oral expression	Puts his points across convincingly and concisely						Finds difficulty in expressing himself
(*f*) Numerical Ability (if applicable)	Accurate in the use and interpretation of figures						Gets confused with figures
(*g*) Relations with Colleagues	Appreciative of other people's feelings; tactful and understanding of personal problems; earns great respect						Ignores or belittles other people's feelings ; intolerant ; does not earn respect
(*h*) Relations with the public	Exceptionally effective in dealing with people of all types						Tactless and cannot deal with the public
(*i*) Acceptance of responsibility	Seeks and accepts responsibility at all times						Avoids responsibility ; will pass it on when possible
(*j*) Reliability under pressure	Performs competently under pressure						Easily thrown off balance ; not reliable even under normal circumstances
(*k*) Drive and Determination	Wholehearted application to tasks ; determined to carry task through to the end						Lacks determination ; easily baulked by minor setbacks
(*l*) Application of professional/technical knowledge (If applicable)	Highly proficient in the practical application of professional/technical knowledge						Deficient in applying professional/technical knowledge to practical issues

		A	B	C	D	E	
(m) Management of staff (If applicable)	Organises and inspires staff to give of their best						Inefficient in the use of staff ; engenders low morale
(n) Output of work	Gets a great deal done within a set of time frame						Sloppiah in output
(o) Quality of work	Maintains very high standards ; work is virtually error proof						Maintains consistently low standards of work, source of constant complaint
(p) Punctuality	Regularly punctual at work						No regard for punctuality

Indicate overall performance of duties by ticking the appropriate box below. (This assessment should reflect the performance actually achieved in the circumstances which prevailed).

Outstanding	Exceptionally effective	1	☐
Very Good	More than generally effective but not positively outstanding	2	☐
Good	Generally effective	3	☐
Fair	Performs duties moderately well and without serious shortcomings	4	☐
Unsatisfactory	Definitely ineffective and not up to the duties	5	☐

I certify that I have seen the contents of this Report and that my superior has discussed them with me. I have the following comment to add :

Signature of Officer reported on _____ Grade Level _____

Job Title _____ Date _____

PART THREE

15. Training Needs

(In completing this section you should take account of any views expressed by the person reported on)

(*a*) If, as a result of the assessments made earlier in the report, you consider that performance or potential could be improved by training, please specify the needs.

(*b*) If they cannot be met by training on the job, please suggest, if possible, in which way they might be met.

16. Next Job at the same level

(In completing this section you should take account of any views expressed by the person reported on)

Should he be considered during the next year for :

(*a*) A different job in the same rank Yes/No*

(*b*) Transfer to a job at similar level in another occupational group or cadre Yes/No*

If you have answered YES to either question, say which kind of job and give your reasons below :

17. Promotability

(*a*) Normal promotion He is at present

well fitted	for promotion to	☐ 1
or fitted	——— (Grade)	☐ 2
or Not fitted		☐ 3

Comment on your recommendation :

(*b*) Special Promotion (i.e. selection for training grades, grade skipping or promotion into another occupational group or cadre.

He should be specially considered for promotion to ——— (Grade)

Give the reasons for your recommendation :

* Delete whichever is not applicable

18. Long term potential :

at present, he seems

unlikely to progress further 1

or to have potential to rise about one grade but probably no further 2

or to have potential to rise two or three grades 3

or to have exceptional potential 4

19. General Remarks

Please provide any additional relevant information here, drawing attention to any particular strengths or weaknesses.

He has served under me for the past..... years.

Signature..... Rank..... Date.....

Name in block letters.....

23. **Countersigning Officer's [illegible]**

You should *confirm* that you [illegible] to the foregoing sections
say disagreement [illegible]
you have seen the [illegible] to you expressly
any of the statements [illegible] including whether
[illegible].

[illegible]

Signature .....

Name in block letters .....

(For officers on Grade Level 13 and above)

***Note** : This form should be processed to its final destination before the end of the 1st quarter of the succeeding year.*

Period of Report	
From	To

PART I

PERSONAL RECORDS OF OFFICER

(To be completed by the officer being reported upon)

1. Full Name of officer (Block letters) — Surname first :

*Mr/Mrs/Miss .....
Surname *Forenames*

**(Delete whichever is not applicable)*

2. Ministry/Department .....

Division .....

Branch .....

Section .....

3 (A) Personal Particulars

(a) Date of Birth	(f) Date Appointed to Substantive Post
(b) Date of first appointment in the Service	(g) Grade Level
(c) Post to which first appointed	(h) Salary per Annum
(d) Date of Confirmation	(i) Date of next Increment
(e) Present Substantive Post	(j) Date of Acting Appointment during the period covered by the Report

(B) *Qualifications held (Academic, Professional or Technical)*	*Year Obtained*
(i)	.....
(ii)	.....
(iii)	.....
(iv)	.....
(v)	.....

	From	To	No. of days
(i) Hospitalisation			
(ii) Treatment Received Abroad (where applicable)			
(iii) Sick Leave			

	From	To	No. of days
(B) Maternity Leave			

	From	To	No. of days
(C) (i) Annual Leave			
(ii) Casual Leave			
Total number of days spent on Annual/Casual Leave			

PART II

5 (A) Target Setting

The Chief Executive in consultation with the Director-General and the Directors set out the following targets for my Division/Branch/Section to achieve goals/objectives :

(i) .....

(ii) .....

(iii) .....

(iv) .....

(v) .....

(B) Achievement of Targets

(i) What was the estimated cost of the Project/Assignment/Responsibility set for your Division/Branch/Section ?

.....

.....

(ii) What was the agreed time for the completion of the Project/Assignment/Responsibility ?

.....

.....

(iii) Was the quantity of work performed during the period of the report in conformity with the set standard ?

.....

.....

(iv) Did the quality of the Project/Assignment/Responsibility so far completed agreed with the set standard ?

.....

.....

6. Job Description

(a) State below in order of importance the main duties performed in relation to the targets set during the period of report :

.....

.....

.....

.....

Was there any joint discussion between you and your Superior on the [illegible]

.....

(c) Were you properly equipped professional/technically/administratively to perform the jobs alloted to you, YES/NO. If not, what were your difficulties or constrains ? .....

.....

(d) In the light of (c) above, state the various difficulties encountered in achieving the set targets and the efforts you and your Supervisor put in to rectify them :.....

.....

(e) What were the methods adopted by your Supervisor to assist you in solving the difficult problems ? .....

.....

.....

(f) Was there any periodic review of the targets set for you by your Superior to achieve the desired goals ? (three months/six months) respectively : .....

.....

(g) After the review, did your performance measure up to the prescribed standards set at the beginning of the year ? .....

.....

(h) If the answer to (g) above is NO, state what solution or admonition was given for the shortcomings : .....

.....

.....

(i) Was there any final evaluation of the entire targets set at the beginning of the year to evaluate the total accomplishment of the goals set for your Division/Branch/Section in relation to the achievements of your Ministry/Department's programme for the year ? .....

.....

(j) State any *ad hoc* duties performed by you in addition to your normal schedule of duties which were not of a continous nature :

.....

.....

(k) Did the performance of these *ad hoc* duties affect your real duties and if so, did you bring these to the attention of your Supervisor ?.....

.....

(l) State the period that you have been on the schedule of duty referred to in (a) above : From ..... To .....

(m) I have served for over 6 months under :

(i) Mr/Mrs .... the Reporting Officer

from ..... to .....

(ii) Mr/Mrs ..... the Countersigning Officer

from ..... to .....

(iii) Mr/Mrs ..... the Head of Department

from ..... to .....

3

Type of Training/Seminar	Where the Training was held	Period of Training	
		From	To
(i)	.....	.....	.....
(ii)	.....	.....	.....
(iii)	.....	.....	.....
(iv)	.....	.....	.....
(v)	.....	.....	.....
(vi)	.....	.....	.....
(vii)	.....	.....	.....
(viii)	.....	.....	.....

Has the past training received by you enhanced your performance and productivity ? .....

.....

.....

8. Job Performance

Comment on duties performed during the period of this report :

(a) Looking back on the past year, which jobs assigned to you do you think you have undertaken satisfactorily, in relation to the tasks/main duties performed during the period of report ?

.....

.....

.....

(b) What were the causes, personal or otherwise, to which you ascribe your success or failure ?

.....

.....

(c) Do you think that you need more training or experience to enable you do your job better ? If so, of what kind ? .....

.....

.....

(d) Is the most effective use being made of your capabilities in your present job ? .....

.....

(e) Do you think that your abilities could be better used in your present job or in another kind of job ?

.....

.....

(f) During the period of this report did you have job satisfaction, if not, what were the causes ?

.....

.....

(g) Any other comments on issues not mentioned above ? .....

.....

.....

9. Assessment of Performance

(a) Did you and the person reported upon agree on the targets set ? YES/NO.

(b) Did you and the person reported upon agree on the main duties performed and the order of importance under the targets set ? YES/NO -
(If not, please discuss the changes with him and record any unresolved differences here).

.....

.....

.....

10. Aspects of Performance

In assessing Performance you are to consider some or all of the following aspects and comment on as well as assess them separately. Each aspect is described in terms of "Outstanding (A) and Poor (F)". The four intermediate ratings (B, C, D, E) represent behaviour between these extremes as generally described in the notes at the end of this Form.

Rating 'A' or 'F' should be given if you believe it is a generally true statement. Either of the two ratings however, must be supported in paragraph 14 and General Remarks

If you feel that an aspect of performance not in the lists under Sub-Section (1) to (4) calls for special comments, mention it at the end of the relevant Section.

The following weights are attached to the gradings :

(i) A.....6

(ii) B.....5

(iii) C.....4

(iv) D.....3

(v) E.....2

(vi) F.....1

11. Assessment of Actual Performance Standards/General Ability

(1) Job Assessment/General Ability

(Tick only one Box)

	A	B	C	D	E	F
(Assess objectively how the officer has performed his set tasks. This may include)						
(a) How well he/she understands, organises and does his/her job.						
(b) How well he/she applied his/her professional-technical-administrative or any other acquired knowledge						
(c) How much he/she was able to accomplish within a set time frame.						
(d) Judgement (quality of his/her decisions and contributions) where relevant.						
(e) Work-speed and accuracy						

	A	B	C	D	E	F
Effectiveness of communications :						
(f) Expression on paper						
(g) Oral Expression						
Human Relations :						
(h) Relations with staff						
(i) Relations with public						
(j) Management of staff						
(k) Quality of Work						
(l) Punctuality						
(m) Use of figures under Data						

In assessing character traits, consideration should be given to :

	A	B	C	D	E	F
(a) Dependability (whether he/she is able to work consistently without close supervision, inspection or compulsion)						
(b) Loyalty to the Organisation						
(c) Honesty						
(d) Reliability under pressure						
(e) Sense of responsibility						
(f) Appearance						

Please justify the gradings.....

.....

(III) Work Habits

	A	B	C	D	E	F
(a) (i) Punctuality at work						
(ii) Attendance at work						
(iii) Drive and Determination						
(iv) Resource Utilisation						

Please justify the gradings.....

.....

(b) **Sanctions**

Has any disciplinary action been taken against the officer during the period covered by this report ? YES/NO

If YES, give details of sanctions.....

.....

(c) Reward

Has the officer received any special commendation (WRITTEN) during the year for outstanding performance ? If YES, give details :

.....

.....

(IV) Leadership Performance

(Tick only one Box)

	A	B	C	D	E	F
(i) Does he/she encourage his/her subordinates to define agreed standards and measures for effectiveness before hand ?						
(ii) Does he/she encourage and train his/her subordinates to avoid late assessments of goals ?						
(iii) Does he/she show good example in terms of punctuality, efficiency and high degree of responsibility in whatever he/she does ?						
(iv) Did he make suggestions for changes/adjust methods/procedures that significantly contribute to his own work or that of any associate/subordinates ?						

12. **Overall Assement**

From the above assessments, indicate the overall performance of his/her duties by ticking the appropriate box below :

A	Outstanding	An exceptionally valuable member of the staff performance is well above the required standard for the job.
B	Very Good	Displays good all-round level of effectiveness ; performance meets requirements in all important tasks.
C	Good	A competent member of the staff ; generally achieves the standards required
D	Satisfactory	Completes all assignment satisfactorily within agreed date.
E	Fair	Performance does not always reach the required standard ; room for improvement

Indicate training needs necessary to improve the performance or potential of the officer :

.....

.....

.....

14. General Remarks

Please provide any additional relevant information here drawing attention to any particular strengths or weaknesses and indicate special aptitudes (if any) demonstrated by the officer :

.....

.....

.....

.....

.....

15. Do you suggest the officer for :

(a) A different job in the same grade ? YES/NO.

(b) Transfer to a job at similar level in another occupational group or cadre ? YES/NO.

If you have answered YES to either question, say which kind of job and give reasons below :

.....

.....

.....

16. Promotability

A. Exceptionally well qualified, the officer already seems likely to stand out in the next higher post ☐

B. Ready for promotion ☐

C. Has promotion potentials ; has completed the required number of years. ☐

D. Not yet ripe for promotion (for non-fulfilment of conditions prescribed for promotion in line with the Guidelines on Civil Service Reforms) ☐

E. No evidence of promotion potential at present ☐

F. Unlikely to qualify as he/she seems to have reached the limit of his/her capacity. ☐

DECLARATION

(Comments by the officer on whom the report is rendered)

I certify that I have seen the contents of this Report and that the reporting officer has discussed them with me. I have the following comments to make (if no comments, indicate so hereunder) :

.....

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Date ....

Signature

DECLARATION BY REPORTING OFFICER

18. I, ... here declare that the above Report has been written with the highest sense of responsibility and to the best of my judgment and with due regard to my conscience :

Signature of Reporting Officer : .....

Name in Block Letters : .....

Post Held : .....

Grade Level : .....

Date : .....

PART V

19. COUNTERSIGNING OFFICER'S REPORT (*The countersigning Officer will normally be the immediate superior of the Reporting Officer*)

You should confirm that you agree with the Reporting Officer's assessment, or indicate in the foregoing Sections any disagreements which may remain after discussing them with him. You should also indicate how frequently you have seen the work of the person being reported upon. Add any further adverse comment, including whether any aspects of the assessments in the Report have been brought to the attention of the person reported upon.

The Officer has served under me for ..... years and ..... months.

Signature : .....

Name in Block Letters : .....

Post Held : .....

Grade Level : .....

Date : .....

(xi) *Drive and Determination*

A — Whole hearted application to task ; determined to carry task through to the end.
B — Unbending in his application to tasks.
C — Applies himself reasonably well to situations.
D — Finds difficulty in coping with situations.
E — Lacks determination ; easily baulked by minor setbacks.

(xii) *Application of Professional/Technical knowledge (if applicable)*

A — Highly proficient in the practical application of professional/technical knowledge.
B — Very proficient in the practical application of professional/Technical knowledge.
C — Generally proficient in the practical application of professional/technical knowledge.
D — Not proficient in the practical application of professional/technical knowledge.
E — Deficient in applying professional/technical knowledge to practical issues.

(xiii) *Management of Staff (if Applicable)*

A — Organises and inspires staff to give of their best.
B — Manages them distinctly well.
C — They work quite well for him.
D — Does not control them very skillfully.
E — Inefficient in the use of staff ; engenders low morale.

(xiv) *Output of work*

A — Gets a great deal done within a set of time frame.
B — Gets through a lot of work.
C — Output generally satisfactory.
D — Does rather less than expected.
E — Sloppish in output.

(xv) *Quality of Work*

A — Maintains very high standards ; work is virtually error proof.
B — Maintains a high standard.
C — His work is generally of good quality.
D — His performance is uneven.
E — Maintains consistently low standards at work, source of constant complaint.

(xvi) *Punctuality*

A — Regularly punctual at work.
B — Always punctual at work.
C — Punctual at work most of the time.
D — Not punctual at work most of the time.
E — No regard for punctuality.

(c) Period in which you have been on the schedule of duty or in the Ministry, as the case may be :

From : ..... To : .....

12. Comments, if any, on duties performed during the period of report :

(a) Looking back on the past year, which jobs assigned to you do you think you have undertaken satisfactorily, in relation to the tasks/main duties performed during the period of report ?

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(b) What are the causes or reasons, personal or outside your control, to which you ascribe your success or lack of success ?

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(c) Do you think that you need more training or experience to enable you to do your job better ? If so, of what kind ?

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(d) Is the most effective use being made of your capabilities in your present job ? Do you think that your abilities could be better used in your present job—or in another kind of job ?

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Signature of Officer..... *Date* .....

PART TWO

13. To be completed by Reporting Officer

ASSESSMENT OF PERFORMANCE :

(*a*) Do you and the person reported upon agree on the main duties performed and the order of importance ? (if not, please discuss the changes with him and record any unresolved difference here).

(*b*) How effective is he/she in the performance of the duties set out in 11(*a*) and (*b*) ? (What is needed here is an indication, for each of the duties in 11(*a*) and (*b*), of how far he/she has achieved the required results).

14. Aspects of performance

In assessing performance you have already considered some or all of the following aspects ; would you now comment on and assess the aspects separately. Each aspect is described in terms of *Outstanding* (A) and *Unsatisfactory* performance (E). The three intermediate ratings (B , C, D) represent behaviour between these extremes as generally described in the notes at the end of this form.

Rating 'A' or 'E' should be given if you believe it is a generally true statement that could be supported, if necessary, by specific occurrences.

If you feel an aspect of performance not in the list calls for special comment, mention it at the end.

		A	B	C	D	E	
(*a*) Foresight	Anticipates problems and develops solution in advance						Rarely has solutions to problems
(*b*) Penetration	Gets straight to the roots of a problem						Never sees below the surface of a problem
(*c*) Judgment	His decisions or proposals are consistently sound and well thought out						His judgment cannot be relied upon and he often fails to respond to a new situation
(*d*) Expression on paper	Written work always cogent, clear and well thought out						Ambiguous, clumsy and obscure
(*e*) Oral Expression	Puts his points across convincingly and concisely						Finds difficulty in expressing himself
(*f*) Numerical ability (if applicable)	Accurate in the use and interpretation of figures						Gets confused with figures
(*g*) Relations with Colleagues	Sensitive to other people's feelings; tactful and understanding of personal problems; earns great respect						Ignores or belittles other people's feelings; intolerant; does not earn respect

		A	B	C	D	E	
(*h*) Relations with the public	Exceptionally effective in dealing with people of all types						Not very easy in his relationship with the public
(*i*) Acceptance of responsibility	Seeks and accepts responsibility at all times						Avoids responsibility ; will pass it on when possible
(*j*) Reliability under pressure	Performs competently under pressure						Easily thrown off balance ; not reliable even under normal circumstances
(*k*) Drive and Determination	Wholehearted application to tasks ; determined to carry task through to the end						Lacks determination ; easily baulked by minor setbacks
(*l*) Application of professional/technical knowledge (if applicable)	Highly proficient in the practical application of professional/technical knowledge						Deficient in applying professional/technical knowledge to practical issues
(*m*) Management of staff (if applicable)	Organises and inspires staff to give of their best						Inefficient in the use of staff ; engenders low morale
(*n*) Output of work	Gets a great deal done within a set of time frame						Sloppish in output

		A	B	C	D	E	
(*o*) Quality of work	Maintains very high standards : work is virtually error proof						Maintains consistently low standards of work, source of constant complaint
(*p*) Punctuality	Regularly punctual at work						No regard for punctuality

I certify that I have seen the contents of this Report. I have the following comment to add, after having discussed my disagreements over the ratings, if any, with my superior.

Signature of Officer reported on ..... *Grade Level* .....

Job Title ..... *Date* .....

15. **Training Needs**

(In completing this section you should take account of any views expressed in paragraph 12 by the person reported on)

(*a*) If, as a result of the assessments made earlier in the report, you consider that performance or potential could be improved by training, please specify the needs.

(*b*) If they cannot be met by training on the job, please suggest, if possible, in which way they might be met.

16. **Next Job at the same level**

(In completing this section you should take account of any views expressed by the person reported on)

Should he be considered during the next year for :

(*a*) A Different job in the same grade. YES/NO*

(*b*) Transfer to a job at similar level in another occupational group or cadre YES/NO*

If you have answered YES to either question, say which kind of job and give your reasons below :

17. **Promotability**

(*a*) Normal promotion He is at present

well fitted for promotion to ☐ 1

or fitted ..... (Grade) ☐ 2

or Not fitted ☐ 3

(b) *Special Promotion* (i.e. selection for training grades, accelerated promotion by grade skipping or promotion into another occupational group or cadre.)

He should be specially considered for promotion to.....
(Grade)

Give the reasons for your recommendation :

18. Long term potential

at present he seems unlikely to progress further	1
or to have potential to rise about one grade but probably no further	2
or to have potential to rise two or more grades	3

19. General Remarks

(a) Indicate overall performance of duties by ticking box below. (This assessment should reflect the assessment of performance in item 13 and the ratings of aspects of performance in item 14.

Outstanding	Exceptionally effective	1
Very Good	More than generally effective but not positively outstanding	2
Good	Generally effective	3

Satisfactory	Barely acceptable	4
Poor	Unacceptable	5

(b) Please make a narrative appraisal of the officer reported upon based on your continuous evaluation over the reporting period, drawing attention to any particular strengths or weaknesses, including his integrity, as they affect his performance. Any adverse comments on the officer should have been brought to his notice before it is reflected here :—

He has served under me from ..... to .....

Signature ..... Grade ..... Date .....

Name in block letters .....

PART FOUR

20. **Countersigning Officer's** Report (if any). (The Countersigning officer will normally be the immediate superior of the Reporting officer).

You should confirm that you agree with the reporting officer's assessment, or indicate in the foregoing sections any disagreements which may remain after discussion with him. You should also indicate how frequently you have seen the work of the person report on. Add any further relevant comment, including whether any aspects of the assessments in the report have been brought to the attention of the person reported on.

He has served under me from ..... to .....

Signature ..... Grade ..... Date .....

Name in block letters .....

Notes on the ratings of Aspects of Performance in Paragraph 14

(i) *Foresight*

A — Anticipates problems and develops solution in advance.
B — Finds solution promptly to problems.
C — Grapples with problems as they arise.
D — Grapples with problems after they arise.
E — Rarely has solutions to problems.

(ii) *Penetration*

A — Gets straight to the roots of a problem.
B — Gets to the roots of most problems.
C — Often gets to the roots of a problem eventually.
D — Seldom sees below the surface of a problem.
E — Never sees below the surface of a problem.

(iii) *Judgment*

A — His decisions or proposals are consistently sound and well thought out.
B — He takes a reasonable view of most matters and regularly makes valuable contributions.
C — His view of a matter is usually always sensible and his contributions are normally adequate.
D — His judgment tends to be erratic and he seldom takes any constructive action.
E — His judgment cannot be relied upon and he often fails to respond to a new situation.

(iv) *Expression on Paper*

A — Written work always clear, cogent and well thought out.
B — Generally expresses himself clearly and concisely.
C — Written work just good enough to get by.
D — Cannot express himself clearly on paper.
E — Ambiguous, clumsy and obscure.

(v) *Oral Expression*

A — Puts his points across convincingly and concisely.
B — Puts his points across convincingly.
C — Expresses himself adequately.
D — Barely competent.
E — Finds difficulty in expressing himself.

(vi) *Numerical Ability (if Applicable)*

A — Accurate in the use and interpretation of figures.
B — Competent in the use and appreciation of figures.
C — Generally good in the use of figures.
D — Lacks the ability to use and interpret figures correctly.
E — Gets confused with figures.

(vii) *Relations with Colleagues*

A — Sensitive to other people's feelings; tactful and understanding of personal problems, earns great respect.
B — Is generally liked and respected.
C — Gets on well with most people.
D — Not very easy in his relationships.
E — Ignores or belittles other people's feelings; insolent; does not earn respect.

(viii) *Relations with the Public*

A — Exceptionally effective in dealing with people of all types.
B — Generally useful and effective in dealing with the public.
C — Gets on well with most of the public.
D — Gets on well on occasion with members of the public.
E — Not very easy in his relationships with the public.

(ix) *Acceptance of Responsibility*

A — Seeks and accepts responsibility at all times.
B — Very willing to accept responsibilities.
C — Accepts responsibility as it comes.
D — Inclined to refer to others he could himself decide.
E — Avoids responsibility; will pass it on when possible.

(x) *Reliability under pressure*

A — Performs competently under pressure.
B — Performs reasonably well under pressure.
C — Manages to cope under pressure.
D — Seldom copes well under pressure.
E — Easily thrown off balance; can relax even under normal circumstances.

Annexture 'D'

CIVIL SERVICE ANNUAL PERFORMANCE EVALUATION REPORT

NOTE: This form should be processed to final destination by 28th of February next succeeding the end of the year of Report.

PERIOD OF REPORT	
From	To

1. Full name of officer (Block letters)

   Mr/Mrs/Miss.....
   Surname Forenames

2. Ministry/Department.....

   Division/Branch/Section.....

   .....

3a Personal particulars.....

   i. Date of birth .....

   ii. Date of first appointment in the service.....

   iii Post to which first appointed.....

   iv Present substantive post/salary Grade Level.....

   .....

   B Qualifications held/year obtained (Academic, Professional/Technical).....

   .....

   .....

   .....

4. Target Setting (please refer to the form on target setting for the year under report for guidance)

A ('To be completed by the office reported upon)

i. Looking back over the year how would you rate your performance

   a. Excellent

   b. Very good

   c. Good

   d. Fair

   e. Unsatisfactory

ii. What are the causes or reasons personal or outside your control to which you ascribe your success or lack of it..... .....

.....

.....

....

iii. Do you see anyne your main activities that should be modefied, supplement or dropped? Or are you satisfied? Give reasons

.....

iv. Do you think that you need more training or experience to enable you perform your job better? If so, what kind of training?

.....

....

.....

v. Tabe categorically the targets you have achieved in the reporting year .....

.....

.....

B. Aspects of performance (To be completed by the reporting officer)

Supervisors are requested to exhibit the courage of their conviction by giving the ratees the ratings they feel he deserves. Remember that your gradings are to be checked by the countersigning officer. Try to rate performance over the whole period under review as such undue emphasis should not be given to recent happenings but should also to ensure that you are not influenced by personal likes and dislikes.

C. Personal characteristics

The following weights are attached to the gradings:

A - 5

B - 4

C - 3

D - 2

E - 1

Detailed rating	A	B	C	D	E
Work output					
Initiative					
[illegible]ORGANISATION					
[illegible]ility to organise own work					
[illegible]uality of work					
[illegible] knowledge					

EMPLOYEE PERFORMANCE APPRAISAL: ITS IMPACT ON MORALE AND PERFORMANCE IN THE KATSINA STATE CIVIL SERVICE.

BY

DALHA RUFA'I ADAMU

A THESIS SUBMITTED TO THE POSTGRADUATE SCHOOL, AHMADU BELLO UNIVERSITY, ZAIRA, IN PARTIAL FULFILMENT OF THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION (M.P.A.)

DEPARTMENT: PUBLIC ADMINISTRATION

FACULTY: ADMINISTRATION

AHMADU BELLO UNIVERSITY, ZARIA

A B S T R A C T

This study examines the impact of employee performance appraisal on morale and performance of Katsina State Civil Servants. The study is no doubt inspired by the fact that there was a growing concern among the citizens of the State on the commitment of the civil servants to the over all development of the State. The State, being at its infant stage is very much in need of dedicated civil servants who will direct its affairs towards a position that befits the status of a state. One of such areas of great concern to the Katsina State Government and indeed a sizeable proportion of the people of the State is centered around the commitment of civil servants towards the development of the state.

Hence, in an effort to tackle these problems, a number of factors have brought themselves to bear or have at one time or another been put in place to curb the problem of an alledged saying morale amongst the state workforce.

While conducting this study, I number of issues that have to do with employee morale and productivity were examined with a view to coming up with something that could explain the said low morale among civil servants.

The area, this study addresses itself to, that is employee performance appraisal is an area that management of the truism that scholars have shown so much interest in.

This is because of the truism that no organization could afford to disregard effective employee management and development.

The thesis is divided into five chapters. The first chapter dwells on the background of the study. It presents a statement of the problem, aim of the study, significance of the study, hypotheses, scope and limitation of the study and methodology.

Chapter two contains literature review and the theoritical framework. The relevance of literature review to the study is also presented under the chapter.

The structure and functions of the Katsina State Civil Service as well as the evolution of employee performance appraisal and its apparationalization in the Katsina State Civil Service are treated under chapter three.

While chapter four focusses on the presentation of the data collected for the study and its analysis.

In conclusion, chapter five presents conclusion, summary of major findings and recommendations.