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MANAGEMENT AND STAFF PERCEPTIONS OF  
PERFORMANCE APPRAISAL AND PROMOTION POLICIES  
IN THE BENUE STATE CIVIL SERVICE OF NIGERIA:

Strategies and Implications for Staff  
Motivation in the State's Civil Service Secretariat

By

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Presented in candidacy for the Degree of  
Master of Public Administration  
UNIVERSITY OF MONTANA

1984

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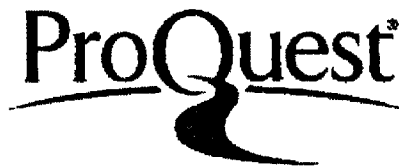


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D E D I C A T I O N

This research work is fondly dedicated to  
my beloved wife, our children and our parents



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## ORGANIZATION OF WORK

This study which focuses on assessing the perceptions held by the employees and the managers of the Civil Service Secretariat of the Benue State Civil Service of Nigeria toward staff performance appraisal and promotion is organized into six chapters. The first chapter introduces the problem the Secretariat has experienced in the administration of appraisal and promotion policies; highlights the growing literature on the issues; sets forth the research design and the author's specific research questions and hypotheses. In chapter two, the author discusses findings related to similarities and variations in the attitudes of the two groups toward certain aspects of the subject matter, while chapter three deals with the findings on correlations between employees' performance ratings and their promotions during 1979 and 1982. Chapter four is devoted to the findings on whether employees and managers of the Secretariat are satisfied with the existing performance appraisal system. Chapter five discusses, in Part I, findings in the correlational analysis involving the dependent and selected independent variables. Part II of this chapter presents identified factors that affect employees' satisfaction or dissatisfaction with the existing traditional appraisal system in the Secretariat, while the final chapter (six) is devoted to the author's conclusions and recommendations. The author has recommended active employee participation and

involvement in policy making and policy implementation in the Secretariat, job redefinition and enrichment, and the adoption of the open performance evaluation system to replace the traditional confidential reporting system.

## CHAPTER ONE

### INTRODUCTION

Performance appraisal systems provide information for a variety of personnel decisions in organizations. They enable organizations to retain, motivate, and develop productive employees. However, there is increasing concern on the part of the U.S. federal government that most performance appraisal systems are not satisfying the objectives for which they were designed (Latham and Wexley, 1981). This concern is shared by other organizations. A 1977 report by the Conference Board (Lazer and Witstrom, 1977) indicates that over half of the 293 organizations in both public and private sectors it surveyed had developed new appraisal systems within the last three years. A growing concern with the appraisal system is also prevalent in the Nigerian public services. These services have been making efforts to design satisfactory performance appraisal systems for their employees (Udoji Commission, 1974).

There have been a number of studies in recent years which have investigated the characteristics of appraisal systems. Most of these studies have surveyed employees in order to assess individual reactions to key aspects of the appraisal system and process (e.g. Greller, 1975; 1978; Landy, Barnes, and Murphy, 1978; Latham and Wexley, 1981). It has been suggested that employee opinions of the appraisal system may be as important to the long term

effectiveness of the system as the techniques used (Dipboye and Pontbriand, 1981).

In general, research in this area has examined the relationship of at least one appraisal system characteristic to one or more appraisal outcome variable. For example, Landy, Barnes, and Murphy, (1978) found that frequent evaluations by supervisors, familiarity with performance levels of the person evaluated, agreement with the subordinate on job duties, and engaging in helping subordinates form plans for eliminating weaknesses were reliable correlates of perceived fairness and accuracy in performance evaluation. In another study, Dipboye and Pontbriand (1981) found that perceived favorability of the appraisal, opportunity to state one's own side of the issues, being evaluated on relevant job factors, and discussing objectives and plans were related to positive opinions of the appraisal and appraisal system because the practice ensures the active involvement of the employees in the appraisal process.

In spite of the variety of dependent and independent variables investigated, it appears that research has had a rather narrow focus. The emphasis has been on identifying reliable correlates of satisfaction with the appraisal process (e.g., subordinate participation, mutual goal setting, amount of criticism by the supervisor, etc.) and has neglected the objective characteristics of the appraisal system which may be equally important (e.g.,

the appraisal forms, the organization's policy on appraisal, the types of ratings made, etc.).

Another limitation has been the lack of research which compares managers' and employees' responses to the appraisal system. Most efforts have focused exclusively on employee reactions. One study (Ilgen, Peterson, Martin, and Boeschen, 1981) found little agreement between supervisor and subordinate reactions to preappraisal conditions of interest. They did find moderate agreement regarding the effective orientation of the session, its objective qualities, and the nature of subordinate performance. However, managers and employees did not agree on the level of the subordinates' performance after the appraisal interview.

The purpose of the present study is to assess managers' and employees' perceptions of the performance appraisal system in use at the Civil Service Secretariat of the Benue State of Nigeria. Comparisons will be made between managers and employees to assess the extent of variations in their attitudes toward various aspects of the appraisal system and to find out whether or not managers use appraisal results as basis for making decisions concerning the promotion of their subordinate staff.

This chapter will give the reader a brief insight into the evolution of the Nigerian and Benue State civil services. It introduces the problems associated with the administration of the performance appraisal and promotion



functions of personnel administration. Particular reference is made to the Civil Service Secretariat of Benue State of Nigeria, which is the subject of this research. A number of notable civil service review commissions and other panels set up by the various services of Nigeria confirm in general terms that there exists widespread dissatisfaction by workers regarding the administration of these important personnel functions.

The chapter also reviews the general literature on these subjects as background for the discussion of the findings and recommendations sections of the paper. Finally, the chapter sets forth research questions and hypotheses and discusses the background to the study as well as the research design and methodology used in gathering and analyzing data.

#### The Evolution and Structure of the Federal and the Benue State Civil Services

What is today known as Nigeria's civil service has its origins in the creation of a machinery by Britain to consolidate her colonial administration in Nigeria. Then, the main objective of this relatively small colonial service involved the maintenance of law and order. However, the service has been transformed into 20 (the federal and the nineteen states) indigenous civil services that have more than 700,000 employees (Koehn, 1982). The objectives and scope of responsibility of these indigenous services also have been changed and increased tremendously since

Nigeria attained independence in 1960. For instance, the objectives of the Federal Civil (Public) Service are derivable from those of the Federal Government which include-

The ensurance of political stability of the country; the maintenance of the country's territorial integrity; the establishment of a great and dynamic economy which in the words of the National Development Plan is "to ensure the creation of a just and egalitarian society, a country of bright and full opportunities for all citizens, and a free and democratic society."

These objectives have been specified in the Constitution of Nigeria, 1979.

Specifically, the Benue State Civil Service came into legal existence on the 3rd of February, 1976, following the creation of six additional states by the Murtala Muhammad regime. The state drew its initial staff from deployments from the defunct Benue-Plateau and Kwara states (from which the new Benue State has been carved out) and from direct recruitment from the public services of the other older states of Nigeria. Like the federal civil service, the Benue State bureaucracy is comprised of various ministries and departments through which the business of the state government is carried out. Every ministry or department has, at its apex, a chief executive (Commissioner) from whom every other officer takes his or her cue in a formal hierarchical order.

#### The Problem

Since Nigeria attained independence from Britain in 1960, the objectives of the country's civil services have

shifted from simply the maintenance of law and order, the main preoccupation during colonial administration, to being a vehicle for ensuring a faster and more meaningful socio-economic development of the country. This has meant that the country's civil services found themselves in situations where they have had to increase their scope of activities both structurally and functionally as new demands and responsibilities are thrust upon them. Nigeria has probably witnessed more strains and stresses of expansion than any other African nation in the last three decades. For instance, by 1960 the country had only four civil services. This figure increased to five by 1963, to twelve by 1967, and to nineteen by 1976! These increases, which coincided with changes in the political structure of the country, have made it necessary to embark on decentralization through the creation of new states and later local government administration.

As a result of this rapid expansion of administrative machinery, the Benue State Administration has been facing a problem of recruiting and retaining enough competent personnel to staff the various sectors of the service and execute the programs of government. The first Head of Service of the state drew attention to this problem in a paper he presented to high ranking officials representing diverse disciplines who were students of the National Institute for Policy and Strategic Studies, Kuru, Plateau State. He informed the students in that paper on March

3rd, 1981 that "the acute shortage of manpower, especially skilled and semi-skilled, constitutes a major problem in the civil service" (Akiga, 1981:8).

However, it will be difficult to recruit and retain competent personnel in the civil service if the incentives offered them are grossly below those granted their counterparts who work for private sector organizations. This is why the issue of staff motivation in the service is crucial and deserves proper attention. In Nigeria, and particularly in the Benue State civil service, performance appraisal and promotion are two important management tools that the state government administration uses to try to motivate its workers.

#### The Main Features of the Confidential Reporting System

Since performance appraisal is such an important aspect of the state's motivation tools, this section will highlight the main features of the existing confidential reporting system which, as we will see later, has come under severe criticisms. The author believes that a good understanding by the reader of these features will facilitate comprehension of the discussion and data analysis contained in this paper.

The appraisal of employees' performance is done once every year in the month of December. The appraisal is for a 12 month period at a time from January to December. The appraisal steps begin with the reportees completing Part A of the Confidential Report Form (Gen 78). In this

section, the employees are required to provide certain information about themselves and their work over the reporting period. They indicate their full names, status, full details of specific assignments they have been engaged on during the year, the ministry/department/section they serve, courses of instruction they have received, the number of years or months they have served under the reporting officer, etc. After providing such information, the reportees' obligation ends here and the reporting process moves to the next stage - the reporting officer stage.

The reporting officer is usually the immediate supervisor of the employees being appraised. The reporting officer completes Parts B (where the job performed by the subordinates is classified as either "primarily administrative" or "a general combination of administrative and professional/technical duties" or "primarily professional/technical;") and C (where the supervisor is required to comment on the qualities and performance of duties of the officer reported upon). There are 16 job and character/personality traits upon which the reporting officer is required to rate the reportee on a 1 (outstanding) to 5 (unsatisfactory) rating scale, with intermediate grades of 2 (very good), 3 (good) and 4 (indifferent). In Part D, the reporting officer is required to give his overall grading for qualities and performance of duties of the employees during the entire period covered by the report. Here also, the supervisor rates the employees on a 1 to 5 rating scale. In Part E, the reporting officer is asked

to comment on the reportees' fitness for promotion. This is an estimate of the employees' performance in a higher grade. Again the employees are assessed on a 1 (exceptionally well qualified) to 5 (unlikely to qualify) rating scale, with 2 (well qualified), 3 (qualified), and 4 (likely to qualify in time) in between. Suitability for promotion is determined by rating scores on scales 1 through 3 in that descending order, while employees rated on scales 4 and 5 are considered unsuitable for promotion. At Part F, the reporting officer is required to make a general remark about aspects not covered in previous sections and to certify such by affixing his/her signature and rank. Thereafter the reporting officer dates the report and submits it in the employees' file to the countersigning officer to complete Part G of the report.

The countersigning officer, usually superior to the reporting officer in the hierarchy, has power to alter or amend the judgement of the reporting officer. The countersigning officer is not required to have in depth knowledge of the reportees' performance of duties. After noting his or her opinion on the report, the countersigning officer is required to sign, date, and affix his or her rank to the report. The Permanent Secretary or the Chief Executive of the Ministry, as the case may be, completes part H of the report. This officer has powers to amend the ratings awarded by either the reporting officer or the countersigning officer. The officer is required to

sign, date and affix his/her official designation to this section of the report. The final Part J is where either the supervisor or the staff officer in the registry is required to confirm that the adverse aspects of the employees' performance as noted on the preceding sections of the report, have been communicated to the employees concerned.

#### The Determination of Employee Promotion

The determination of employee promotions in the Benue State Civil Service Secretariat is carried out by the Secretariat's Promotions/Disciplinary Advisory Committees. There are two such committees in existence. The one for administrative class officers is chaired by the Head of Service. It has about five Permanent Secretaries as members. The other is for the Instructors, Executive, Secretarial and Senior Clerical cadre officers is chaired by the Permanent Secretary for the Establishments Department. It has the Principal of the state's Staff Training Centre, the Secretaries for Establishments, Administration, Manpower Development and Service Welfare as members.

These committees consider all eligible employees at the same time at regular meetings which are held twice a year in April and September. Eligibility for consideration for promotion is on the basis of a two-year progression, although officers with outstanding overall performance ratings may be promoted earlier than the normal 2 year period. The recommendation of these two committees

normally form the basis of requests from the Secretariat to the Civil Service Commission. Only this Commission has the statutory responsibility to promote civil servants in the state's service.

#### Criticisms Levelled Against the Confidential Reporting System

Using the brief information provided in the preceding section about the state's policy of confidential reporting system as a background, let us in this section look at how the affected workers and other interested citizens have viewed the operation of the policy from the perspective of actual practice. Although performance appraisal is an important motivational tool for the secretariat, its administration, like that of the state's promotion policy, has never been without criticisms. These criticisms are understandable because the two management tools under study deal with human problems. This is why, in the case of Nigeria, the government has had to set up not less than five review commissions within the past three decades to look into, among other issues, the problem of staff motivation in the country's civil services. The most significant of these commissions, the Udoji Public Service Review Commission of 1974, levelled many adverse comments against the administration of staff performance appraisal and promotion in the country's civil services. The Commission, for instance, referred to the existing performance appraisal system as "lacking objectivity," "lacking guidance on how to assess performance factors



and what yardstick to use," and stated that "performance appraisal has ignored one of its two main purposes - that is, the improvement of the individual's performance and has concentrated on the other - that is, being a guide to personnel actions." The Commission in the same language described promotion as "a very sensitive and emotional subject that often causes great frustration." The Commission charged that the confidential reporting system has become nothing but a passport to promotion if positive or stagnation if negative (Udoji Report, 1974: pp. 45-47).

The criticisms levelled by the Udoji Commission in 1974 against these two management tools still hold sway in the country's civil services. In the Benue State civil service, for example, the committee appointed in 1983 to recommend measures of improving productivity, discipline, and welfare in the state's civil service has observed that the confidential reporting system in use is "inadequate," "archaic," and "unsatisfactory." The committee noted, in particular, that vital information about an employee's conduct, behavior, efficiency, and dedication to duty are omitted on the format in use. This committee also highlighted what it called "the dishonest tendency on the part of many reporting officers to either over-rate or under-rate their subordinates" (Ahom Report II, 1983 : pp. 13-14).

These recurring criticisms, coupled with my own

personal knowledge of the situation, have kindled my curiosity to try to identify the problems and to offer suggestions for solving them. Specifically, therefore, this study seeks to find answers to the following research questions -

1. How do employees and managers perceive the existing performance appraisal techniques in the Secretariat?
2. Are employees' promotion in the service dependent upon their performance ratings on the appraisal scale?
3. Are employees and managers of the Secretariat satisfied with the existing performance appraisal system in the Secretariat?
4. What factors determine employees' satisfaction or dissatisfaction with the performance appraisal system?

#### Research Hypotheses

To facilitate the discussion of the questions asked in this study, the author has chosen the following research hypotheses to test -

- H<sub>1</sub>: Managers and Employees in the Secretariat are likely to have different perceptions toward various aspects of the performance appraisal system.
- H<sub>2</sub>: Employee promotions in the Secretariat are dependent upon their performance appraisal scores.
- H<sub>3</sub>: The majority of the employees and the managers are dissatisfied with many aspects

of the existing performance appraisal system.

H<sub>4</sub>: Appraisal factors that will ensure satisfaction and motivation by employees are those that enable the workers to meet their own high order needs of achievement and self-fulfillment.

#### A Review of Existing Literature

Before attempting to answer the preceding research questions, a review of the existing literature which will throw more light on the subject is essential. The subjects of performance appraisal and promotion have been so widely addressed by practitioners, researchers, and students alike that it will be both difficult and unwise for this author to embark upon an exhaustive literature review for this paper. What will be attempted here is a review of the existing literature on the key aspects of the subject matter which form the author's research focus. Appropriate subtitles are used to identify these selected aspects.

#### Performance Appraisal Defined

What is performance appraisal? Why is it required in work organizations? Who should evaluate the performance of others? When and how should this be done? Which aspects of performance are to be evaluated and which are not? These are some of the important issues on which there are diverse views. For instance, John E. Newman and John R. Hinrichs in their study on Performance Evaluation for Professional Personnel (1980:1-10) noted that -

What are employees really paid to do? What tasks are they expected to perform? What results and

goals are they expected to achieve? How are these results and goals related to the raison d'etre of the organization? Do employees do what they are expected to do? Are they productive? Do they get the jobs done effectively and efficiently? How could an organization make its employees more productive? Is your organization really using the talents that exist in your human resources? How can you discover these talents? How do you unlock them and put them to work for your organization?

The gentlemen then suggest that getting answers to these questions is what performance evaluation is all about and posit that the process involves -

- (i) knowing what it is you want your employees to accomplish for your organization (i.e., what do you want to pay them to do?).
- (ii) communicating those performance expectations to them.
- (iii) monitoring, evaluating and modifying performance (i.e., goal-oriented behavior or lack of it) in order to maintain employees upon the mutually agreed upon performance track, so that the organization gets what it has decided to pay for and so that the employees get what they have decided to work for.

They conclude by asserting that a solid performance evaluation system is at the heart of an effective human resource management system.

Dale S. Beach's definition is more concise. He describes performance appraisal as the systematic evaluation of the individual with respect to his performance on the job and his potential for development (Beach, 1980:290). While Newman and Hinrich's definition tends to emphasize controls as the key mechanism for achieving employee's conformity with and dedication to organizational goals,

Beach's definition advocates a more humane and development-oriented approach; that is, the development of the potentialities of the human resource is emphasized above other considerations. This author sees performance evaluation as a developmental tool that can and should be beneficial to any organization and the staff within it. In order for people to reap the immense benefits of this management tool, however, the performance evaluation system has to be such that it can generate confidence both in the employers who use it and in the employees on whom it is used.

#### Towards Generating Confidence in the Performance Appraisal System

Whether or not enough confidence is generated in a performance appraisal system in use in any work organization depends on how certain aspects of the subject are handled. Such questions as what to evaluate (performance criteria) how to evaluate performance, when and where to evaluate performance, who should evaluate performance, all need to be handled with care and tact. These particular issues are crucial because the perceptions that workers hold about them will determine how they will relate or react to them. Faulty steps by management are likely to have adverse effects on staff morale as well as on organizational goal achievement.

#### What to evaluate

In choosing the appropriate criterion of performance, Smith (1976), Weitz (1961), and Wallace (1965) suggest

that the employer must first decide which aspect or aspects of the employee's performance should be evaluated. Thus, a clear distinction should be made on whether it is the actual job-related behavior, the immediate/short-term results and outcomes of behavior, or the long-term impact of such behavior and outcomes on organizational effectiveness, that are to be evaluated. The gentlemen define criterion as a standard or rule by which a judgement can be made. Accordingly, they advised that the performance criterion should be "valid" (that is, it must be relevant to the successful achievement of some important goal of a person, organization, or society); "reliable" (that is, being relatively stable and susceptible to accurate measurement); "practical" (that is, being available, plausible and acceptable to those who will want to use it for decisions); and "multi-dimensional" (that is, having effective job performance which involves behaving skillfully along a number of different dimensions, such as technical competence, inter-personal competence, planning, organizing, and motivating). What is noteworthy in these works is the fact that there has been no general agreement among writers as to what aspects of performance should merit evaluation. Therefore, managers in organizations feel safe in subjectively determining what traits of performance to evaluate and how they are to be evaluated.

How to evaluate performance

There are numerous different ways that the performance

of employees could be evaluated. Flanagan (1954) established the critical-incidents technique in which specific job behaviors critical to satisfactory or unsatisfactory performance are elicited by interviewing superiors, subordinates, and coworkers and then translated into a checklist of behaviors actually observed. Then, these incidents can be combined to obtain an overall evaluation. Flanagan's scientific approach is in contrast to the anecdotal report, the traditional, nonscientific method which requires someone to record every incident of interest in a person's job behavior. Smith (1976) commends the latter approach for its thoroughness, but condemns it for its impracticability. He suggests that the anecdotal report system relies on the conscientiousness of reporting by busy individuals, and also takes for granted the individual's literary capabilities and training in the observation of workers' behavior. The in-basket test, the assessment center, etc., are other methodologies that can be used to appraise performance. Other traditional measures of performance include tardiness, absences, accidents, turnover, sales, production, job-level, promotion and salary history (Smith 1976). In spite of the variety of available performance rating methods, the traditional supervisory rating of subordinate performance has been the only method used to evaluate the performance of employees in the civil service secretariat of Benue State. Although this system has been constantly criticized by workers and other well-meaning

citizens as being too subjective, the situation has not changed.

The overall importance of the works cited in this section of the paper is the emphasis all the writers have placed on good record keeping as a way of adding objectivity to the performance appraisal process. Whisler and Harper in their collection of essays (1962) made the strongest case for this when they posit that if an organization is to function moderately well in a bureaucratic tradition with formally defined roles and replaceable personnel, necessary (i.e., reliable and objective) information must be available about the performance and capacities of its members. Unfortunately, many reporting officers in the Civil Service Secretariat of Benue State tend frequently to rely on their memories as the basis for filling out appraisal forms on their subordinates. No wonder such reports have often generated intense criticisms from the reportees who felt that the reports on them did not reflect the correct situation. In order to minimize the adverse effects of imperfect human memories, which tend to place superior officers in a position to "play god" to their subordinates, it is necessary to maintain critical-incidents records on employees' performance which will form the basis of formal appraisals at a later stage. So long as employees are made aware of these critical-incidents, the use of such records later on for formal appraisals will be less likely to generate undue criticism and opposition from the employees.



### When to evaluate performance

The traditional supposition is that performance should be evaluated once a year. However, many performance evaluations systems require more frequent communication between managers and subordinates during the year. Feeney (1972) suggests that communications about the specifics of performance both positive and negative, should be made at the time behavior occurs and not withheld until a later date. According to this view, it is important to stay in touch with performance throughout the year, so that there will be no surprises, no drastic effort to catch up on the recording of incidents of performance, and little, if any, new information that has to be communicated during a year-end appraisal. Although managers in the Civil Service Secretariat operate a single year-end appraisal of their subordinates's performance, such assessments are never based on any observed recorded incidents of employees' performance during the entire reporting period. Rather, managers frequently use their subjective judgements in the year-end evaluation of their subordinates' performance. This writer suggests that Feeney's advice here which tends to emphasize the need for a continuous supervision and counseling of employees by their managers should be given serious consideration by managers in the Secretariat as a means of breaking away from their traditional practice.

### Who should evaluate performance?

Bayroll, Haggerty, and Rundquist in their joint study (1954) provide evidence that the quality of the rater is

more important than the technique used to appraise performance. Smith (1976) also indicates that the immediate supervisor may not always be the appropriate choice to evaluate the performance of his subordinates. Smith argues that because of conflicting job demands, role overloan or other problems, the immediate supervisor may lack the time or the opportunity to observe the job performance of the subordinate and, therefore, may not have a valid basis for evaluating that performance. He also argues that individuals vary considerably in their ability and motivation to evaluate accurately the performance of others.

It is because of variance in individual ability and motivation to judge others that writers like Borman (1974), Hollander (1957 and 1965), and Kraut (1975) have all advised that peer ratings should be considered seriously. According to them, peers almost always have a much greater opportunity to observe the job performance of their co-workers than the immediate supervisor.

Another option, that of performance ratings by subordinates, can be useful. Subordinates are in a position to observe and report on the activities of the superior. However, this approach poses major problems, such as the sensitivity of management to evaluation by subordinates and the difficulty of getting information from subordinates about their superiors without making them feel ill at ease (Morrison, McCall, and DeVries, 1978).

Other writers, among whom the work of Douglas McGregor (1960) is most notable, have recommended that workers should

be allowed to set their own goals and to appraise themselves. These writers have argued that the use of self-rating of performance helps to involve the subordinate in the performance evaluation process and may lead to less defensiveness and fewer complaints about the procedure (Basset and Meyer 1968, Baird 1977, Heneman 1974, and Kirchner 1966). The obvious problem with self-rating of performance is the possibility of bias by employees who can not reasonably be expected to like to hurt themselves by jeopardizing their positions.

What we have seen so far with respect to the question of who should evaluate the performance of others is the fact that no single approach has been found to be without flaws or shortcomings. This will be borne in mind when assessing the performance appraisal system in use in the Benue State Civil Service Secretariat.

#### The Feedback Process

Should the results of the performance evaluation be fed back to the evaluatee? If the purpose of performance evaluation is to maximize organizational goal accomplishment and performance evaluation reveals a discrepancy between the actual performance and the expected performance, then most clearly it is important that the information be relayed to the evaluatee so that corrective actions may be made and goals accomplished. Also, if actual performance is in line with expected performance, it is equally important to inform the evaluatee so that good performance may be reinforced and encouraged for the future.

Feedback is an essential element of the learning process. Without it, it is virtually impossible to learn, to adapt, or to advance. Feedback about the effectiveness of an individual's behavior has long been recognized as essential for motivation in performance-oriented settings (Ilgen, Fisher and Taylor, 1977). Since the feedback process is such a crucial aspect of the entire performance management system, it is important that it be considered most carefully. Specifically, it is essential to determine the nature of what is to be fed back to the employee and how this should be done to produce positive results. Although the nature of the information that is fed back to the evaluatee and how it is done are critical aspects of the process, it is generally accepted that increases in the amount of feedback lead to increased task motivation (Hackman and Oldham 1975).

The staff performance appraisal system in use at the civil service secretariat of Benue State pays little or no attention to the important role of feedback in the appraisal process. Managers in the secretariat are not required to communicate the results of performance appraisals to the affected subordinates except where the overall report has been unsatisfactory. Even in this latter case, what is offered is frequently far from being helpful to the affected subordinate. Employees with problems need honest advice and concrete suggestions from their organizational superiors on how best they can overcome their

deficiencies. They do not need the kind of threatening letters that are usually written to them requiring them to improve or face disciplinary measures. It is disheartening to note that these letters never contain definitive advice or suggestions as to how the subordinates are to overcome the identified deficiencies. It is not surprising, therefore, that such letters usually achieve nothing. Evidence of such failures abound in instances where employees issued with notices of poor performance have done even worse in subsequent evaluations.

#### Promotion: Its definition and uses

Like performance appraisal, the literature on the subject of promotion is rich and growing. Promotion has been defined or described by writers in various manners. Beach (1980), for instance, defined it as the reassignment of the individual to a job of higher rank that entails greater responsibility. He averred that promotions are coveted by most workers. He observed that most employees (but not all) have a desire to get ahead. They want the higher pay that accompanies a promotion in order to achieve a better standard of living. On his part, Elain F. Gruefeld (1975) describes promotion as both an incentive and a reward. As an incentive, it provides motivation to employees who expect that effort will be compensated; as a reward, it provides satisfaction to employees who feel that their effort has been recognized. Specifically, Gruefeld defined promotion as:

a change of jobs, within an organization that is perceived as an improvement. On the positive side, it can include a change of title and an increase in pay, power or responsibility. It can also include an increase in freedom or independence, in privileges or security; or it can include a decrease in danger or discomfort, in exertion or monotony. It may also mean less inconvenience in terms of hours or location, or it may include any combination of these factors.

In terms of applicability, Beach's definition of promotion explains the Nigerian workers' view of the subject better than Gruefeld's. An average worker in Nigeria regards promotion as the highest reward for hard work. He sees elevation to higher positions in the service as a status symbol that guarantees him not only financial reward but also greater respect both from this organizational members as well as from other members of the society who regard his advancement in his career as a sign of hard work and ultimate success in life. Thus, it is not uncommon to find workers throwing lavish parties entertaining friends and well-wishers to celebrate their promotion to higher positions in their organizations. Therefore, when the Udoju Public Service Review Commission in Nigeria (1974) described promotion as a sensitive and emotional subject that often causes great frustrations, the Commission was merely confirming the Nigerian workers' sensitivity on the issue.

#### Research Design and Methodology

The determination of appropriate methodology or design is an issue that has to be considered in relation to the problem to be addressed and the objectives that the

researcher has in mind to achieve. Performance appraisal and promotion are two personnel tools that can be used to motivate workers. This study is set out in the main to see how managers and their subordinates (employees) perceive the administration of these important management tools in the Benue State Civil Service Secretariat. The study also looks at management strategies for carrying out appraisals and promotions and the effects these have had on staff motivation as well as the relationship between appraisal reports and promotion decisions in the service. The research mainly consists of an attitudinal survey to determine whether or not the system is meeting its objectives.

#### Research Technique

The researcher decided to use questionnaires and documents (records in staff files) for this study. These methods are considered appropriate because the study involved determining management and staff perceptions of the existing staff performance appraisal system and investigating the relationship of appraisal to performance outcomes.

#### Population and Sample

The senior management personnel and the staff (employees) of the civil service secretariat of Benue State, Nigeria constitute the population of interest to the researcher in this study. There are 48 senior management members and 295 staff members in the secretariat. The employee survey involves 259 officers on salary grade levels 07 to 12 who constitute members of the intermediate management level by the classification of the State's Civil

Service Rules (1979: p. 2). The study also involves the examination of employee files to identify the actual appraisal record of 100 employees over a four year period from 1979 to 1982, and the relationship between these appraisal results and the promotion of employees.

The survey utilized two separate written questionnaires containing many similar questions addressed to the senior management staff and the employees of the secretariat. Both questionnaires address several aspects of performance appraisal on which management and employee perceptions are critical to the success or failure of the appraisal system. For the purpose of record examination, the researcher randomly selected 100 cases (38.6 per cent of the population) from the 259 employees. Out of the 100 cases, the researcher also gave questionnaires to 50 randomly selected employees (19.3 per cent of the total). The author used the same method to select the management sample of 25 cases (52 per cent) out of a total of 48 managers to answer the management questionnaire. In all cases, the author used the hat-and-tray method to select the random samples. The sample sizes produce standard errors of .79 for the employee survey and .69 for the management survey. These standard errors thus support the fact that what we are looking at in this study are groups that are homogenous. Therefore, the three samples used in the study are fairly representative of the groups investigated.



### Procedure for Questionnaire Distribution and Return Rate

The researcher personally distributed the questionnaires to the respondents. He also discussed the questionnaire content and explained the purpose of the study. He asked the respondents to complete the questionnaires anonymously. The format and content of the two questionnaires are quite similar. Most questions are structured in Likert-type format. However, the two separate versions are designed to assess management and employee perceptions regarding different aspects of the performance appraisal program. One questionnaire is tailored to the perspective of those who conduct the actual rating (management survey), while the other has been oriented toward those whose performances are being rated (employee survey.) The discussion with respondents indicated no interpretation problems with any of the questionnaire items. Therefore, they have been administered without change.

At the end of the study period (June 25th to September 24th, 1983), the researcher had collected 21 (84 per cent of total of 25) completed management questionnaires and 38 (76 per cent of 50) completed employee questionnaires. For the document survey, I located all of the files for the 100 selected employees. To facilitate coding and analysis of data collected from the document survey, the researcher used the existing categorizations of overall appraisal scores of outstanding, very good, indifferent, and unsatisfactory performance ratings. In reporting these

data, I will indicate the percentage of employees at each rating level. Simple percentages will be used to compare rating figures with promotion statistics.

The next chapter will address mode of presentation and analysis of data collected during the survey.

## CHAPTER TWO

### SIMILARITIES OR DIFFERENCES IN PERCEPTIONS OF MANAGERS AND EMPLOYEES REGARDING CERTAIN ASPECTS OF THE EXISTING PERFORMANCE APPRAISAL SYSTEM

The central focus of this study is to determine whether the performance appraisal system used by the Civil Service Secretariat of Benue State ensures satisfaction, particularly among the employees. The researcher's assumption is that if a fair procedure is used to appraise workers' performance, workers are involved in the design of their work plan and the evaluation of their performance, and they are rewarded on the basis of their performance as against other extraneous factors, then they will be satisfied. Also, the author believes that if workers are satisfied, they will be more likely to show dedication and commitment to their duties.

Many behavioral scientists have expressed views about motivation. Herzberg's findings (1968:53-62), for example, 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. Abraham H. Maslow, in his "A Theory of Human Motivation" (1954:80-106) talks about the hierarchy of workers' needs which should be satisfied to ensure their commitment and dedication to organizational goals. Douglas McGregor (1960), in advocating what he calls "A Theory Y Management Concept", shares these views. He advises managers in organizations to concentrate their efforts toward integrating the employees' and organization's goals in order to motivate their workers.

Using these views about motivation as a background, the author presents and discusses data gathered during this study to see the extent of similarities or differences between the perceptions held by each group concerning various aspects of the existing performance appraisal policy.

How do employees and managers perceive the existing performance appraisal techniques in the secretariat? This is the first question that the researcher is interested in. If agreement is found between employees and managers in the secretariat about various aspects of performance appraisal and promotion, there should be less tension and conflict. If this happens, a more conducive atmosphere for goal achievement will have been created. On the contrary, if managers and employees disagree on many aspects of the appraisal policy, such state of affairs is likely to result in conflicts which will jeopardize the employees' as well as the organization's goal achievement.

To test these assumptions, the researcher investigated four important performance appraisal and promotion factors. These are attitudes regarding (1) performance factor(s) which should most influence managers when making promotion decisions about their subordinate employees; (2) the availability of properly defined and well understood job descriptions for the various positions in the secretariat; (3) availability of opportunity for employees to see and/or comment on judgements made by managers regarding employee performance; and (4) the frequency with which managers

monitor the work of or offer assistance to employees for the improvement of their performance. These variables are examined through both of the employee and the management questionnaires used in this study. The responses by the two groups are presented and comparatively analyzed in this chapter.

First, I attempted to find out whether managers and employees are in agreement about the factor which should be given the greatest weight when determining the promotion of employees. The author presented respondents with five

Table 1  
Factor Which Most Influences Promotion Decision\*

Factor:	Managers' Perception (N = 21)		Employees' Perception (N = 38)	
	#	%	#	%
Efficiency/Productivity	12	57.1	11	28.9
Seniority/Experience	6	28.0	15	39.4
Training/Qualification	1	4.7	12	31.5
Conduct	1	4.7	-	-
Vacancy	<u>1</u>	<u>4.7</u>	—	—
Total	21	99.2	38	99.8

factors from which to identify the one that should most

\*The specific question asked respondents is "Please identify, among the following five factors, the one that should most influence promotion decision in the secretariat."

influence promotion decisions in the service. As shown in Table 1, more than half of the managers (57.1 per cent) believe that their employees' efficiency or productivity should be the most important factor upon which to base promotion decisions. The majority of the employees feel differently about this. They give about equal weight to three factors: namely, seniority/experience (39.4 per cent); training/qualification (31.5 per cent); and, efficiency/productivity (28.9 per cent). Thus, less than one-third of the employees agree with the managers that efficiency/productivity should be the most important determinant of promotion. Moreover, only 6 (28 per cent) and 1 (4.7 per cent) of the managers rated seniority/experience and training/qualification respectively highest on the scale.

On the question regarding whether there are properly defined and well understood job descriptions for the various positions in the Secretariat, both managers (100 per cent) and employees (81.5 per cent) tend to answer affirmatively. Another question on which a high level of agreement has been noticed among managers (66.6 per cent) and employees (60.5 per cent) is that relating to how often employees are given opportunity to see and/or comment upon the judgements made by superiors about their performance (Table 2).

It is also clear from the table that, under the existing system, workers in the Secretariat have little say about how their performance is evaluated by their managers. Certainly, if performance appraisal is directed

toward helping workers identify areas of weaknesses in order to take corrective measures to over-come such weaknesses, then keeping the appraisal reports way from the employees

Table 2

Opportunity for Employees to See and/or Comment  
On Judgements of Superiors About Their Performance \*

Values	Managers' Response (N = 21)		Employees' Response (N = 38)	
	#	%	#	%
Always	2	9.5	3	7.8
Occasionally	5	23.8	7	18.4
Never	14	66.6	23	60.5
Other	-	-	5	13.1
Totals	21	99.9	38	99.8

is dysfunctional to the realization of that objective. This finding tends to give further weight to the criticism highlighted in the introductory chapter which charged that performance appraisal in the state has ignored one of its two main purposes relating to the improvement of individual worker's performance. Instead, it has been limited to the use of appraisal as a guide to personnel actions. This situation could be a source of dissatisfaction among the

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\*The specific question asked is: "In the appraisal process, how often are employees given opportunity to see and/or comment on their appraisal reports?"

workers, especially those who desire to fulfill themselves in the service. For, if employees cannot see their performance reports, surely they also cannot have a say on how such reports are used or indeed on what is right or wrong with their performance. The consequences of this situation are that employees will not know how to maintain good performance or to correct their deficiencies. This type of situation can quickly result in employees taking all sorts of dysfunctional actions with consequent adverse effects for overall organizational effectiveness.

Another related question concerns the frequency with which managers monitor the work of or offer assistance to employees for the improvement of their performance. It is found that managers and employees share common views on the issue. Thirteen managers (61.9 per cent) disclose that they took this kind of action only once in a while. Twenty-seven (71.8 per cent) of the employees also reveal that their managers monitor and assist their work only once in a while. Given the nature of confidential reporting system in the State, this finding is not surprising. However, to enable employees to develop their full potentials, it is necessary that managers keep in constant touch with the work of their employees. In this way, deficiencies can be identified and corrected and strengths that would warrant the assignment of increased responsibilities also can be identified early. Lack of guidance by manager of their employees will have adverse effects on employee



development because workers will not be able to learn as much.

### Summary

The findings presented in this section disprove the first hypothesis. Although some disagreements exist between managers and employees, particularly on the important question of what factor should most influence promotion decisions in the secretariat, the two groups hold similar views on several other dimensions of the existing system. However, the common perceptions among managers and employees also reveal that the existing confidential reporting system has serious deficiencies particularly with regard to its inability to meet employee needs for development. One important deficiency of the system is its focus on using the system only as an instrument for making personnel decisions regarding promotions, discipline and welfare while ignoring the equally important aspect of using appraisal as a learning and development process for the employees.

If performance appraisal in the Secretariat is to achieve this other important objective of enhancing individual as well as organizational effectiveness, then emphasis must be extended from the present practice of using appraisal only as an instrument for making personnel decisions to using it more as a learning process directed toward helping employees overcome their deficiencies and fully developing their potentials. The next chapter will address another important focus of the study regarding the

relationship between actual performance ratings of employees and the promotion decisions made by the managers concerning the same employees.

## CHAPTER THREE

### PERFORMANCE APPRAISAL AND EMPLOYEE PROMOTION

Another important focus of this research is to find out the relationship between performance appraisal scores of employees and the promotion decisions made by the managers about these employees. The researcher hypothesized that high performance ratings will be rewarded by a promotion or other incentives, while low performance ratings will result in non-promotion of the employees affected. If findings support this hypothesis, then we are looking at a situation which will contribute to the employees' motivation to strive for high performance ratings in the service. The question asked to test this hypothesis is: are employee promotions in the service dependent upon their performance ratings on the appraisal scale? The researcher chose the unobstrusive survey method, involving the examination of staff files, to gather data relevant to this research question. The approach is to find out the trend of performance ratings over the four year period from 1979 to 1982 as recorded in the employees' files, and the recorded promotion decisions made over the same period for the same staff. In this regard, the author examined the personal files of 100 randomly selected employees. To facilitate data presentation and analysis, performance appraisal scores and promotion statistics are presented in percents and discussed on a yearly basis.

1979

The first year considered is 1979. The reader will recall that the state administration came into legal existence in 1976. By 1979, the civil service had operated for about four years. The new State had to rely heavily on development of its personnel. In this connection, workers need to be assured that high performance will be rewarded. Promotion represents a particularly important reward both for the individual employee and the state service.

The 1979 performance appraisal exercise took place in December. Of the 100 employees whose files we examined, we find that 15 per cent are rated at the "out-standing" performance level; 22 per cent received a "very good" overall rating; while 43 per cent are judged "good." In Benue State, performance at these three rating levels is considered satisfactory for the purpose of promotion and other personnel actions. Performance ratings at the "indifferent" and "unsatisfactory" levels are not acceptable for the purpose of the above-mentioned personnel actions. Moreover, employees who continue to receive ratings at these two latter levels may face disciplinary actions which can include removal from the service at the extreme. In the 1979 performance assessment, 16 per cent of the employees are evaluated as "indifferent," and 4 per cent as "unsatisfactory."

When we look at the promotion side of the coin, we find that all the 15 employees (100 per cent) who are rated

as "outstanding" earned promotion. Similarly, all 22 employees who receive "very good" overall evaluation are promoted. The same finding is made with respect to employees who receive "good" overall performance ratings. All 43 (100 per cent) of them earned promotions to various grades. As seen in Table 3, moreover, none of the 20 employees with "unacceptable" performance ratings received a promotion in 1979. These findings do not, however, prove that performance ratings shown on the appraisal forms reflect actual

Table 3

1979 Performance Appraisal Scores by Promotion,  
in Per Cent (N = 100)

Performance Rating	Employee Rating (%)	Employee Promotion (%)
Outstanding	15	100
Very Good	22	100
Good	43	100
Indifferent	16	0
Unsatisfactory	<u>4</u>	<u>0</u>
Total	100	80

performance of the employees concerned. Although desirable, it is not within the scope of the present study to show whether appraisal ratings reflect the correct position of actual performance by employees. This would be an interesting subject for a separate study.

As can be observed from Table 3 above, 80 per cent

of the employees investigated received "acceptable" performance evaluations in 1979 and all of them have been promoted. Although this finding supports the hypothesis, it raises further issues of interest, particularly to the readers who is not familiar with the system being studied. Such a reader may find the 80 per cent promotion rate alarming. Also, a situation in which there appears to be no difference in the treatment of employees who earned superior and good ratings might be thought to cause problems.

In order to clarify this situation, the author endeavored to identify other personnel actions that emanate from performance appraisal reports of employees in the Secretariat, although these are not the focus of the study and were not studied in detail. We find that in addition to promotion, employees who earn superior performance evaluation (that is, those rated on "outstanding" and, to a lesser extent, "very good" levels) are also rewarded in the form of acting appointments with more responsibilities and in selection for further training both locally and outside the country. These findings are based on informal discussions held with managers and employees of the Civil Service Secretariat. The researcher also has been one of the beneficiaries of this kind of additional incentives. The high promotion rate recorded in 1979 (80 per cent) has been made possible because of the availability of numerous vacancies that existed in the sampled cadres then. Therefore, the seemingly high rate of promotion in the Secretariat

is likely to be a temporary phenomenon resulting from staff shortages in the initial stages of state creation.

### 1980

In the 1980 appraisal exercise, 25 per cent of the employees received an "outstanding" overall assessment, an increase of 10 per cent over the 1979 figure. Thirty-five per cent of the employees received "very good" overall rating which shows an increase of 13 per cent over the preceding year's figures. Rating at the "good" performance level fell by 13 per cent this year from 43 per cent (1979) to 30 per cent (1980). In addition, the number of employees rated at the "unacceptable" levels of performance fell appreciably from 20 per cent in 1979 to 10 per cent in 1980.

The general picture one might gain from the 1980 performance appraisal exercise, therefore, is one of remarkable improvement in work behavior. No reasons can be found in the records examined that would support this explanation. However, this writer believes that the change of administration in the country in October of 1979 from military to civilian rule might have led to improved work behavior on the part of many employees. This argument is buttressed by the fact that the military's prolonged governance of the country produced resentment and subtle opposition by a large segment of the citizens, particularly by people in government and former politicians. In fact, in the last few years of the then military administration's rule, the country's civil services and universities were

engulfed in strikes by workers aimed at showing their resentment over a prolonged military rule. It is only reasonable, therefore, to expect civil servants to be motivated to work harder by the change of government. It is also possible that the apparent improvement in employee work behavior could be the effect of a desire by employees to impress any new administration, military or civilian. It could also be that the high ratings recorded in 1980 do not reflect the correct trend of actual performance by employees. This is because the responsibilities of most of the employees in the investigated groups are neither clearly specifiable nor easily quantifiable as to make for objective evaluation by managers.

In spite of the reported high performance ratings in 1980, we find that no promotions are awarded to the employees investigated that year (see Table 4). We find in the records examined that employees are required to spend a minimum of 18 months to 2 years in one grade before they become eligible for promotion. While "outstanding" employees can earn a promotion after 18 months tenure in one grade, their peers with lower performance ratings must spend a minimum of 2 years on their grades before they can be considered for another promotion. The minimum tenure requirement reported above is responsible for the non-promotion of any of the employees investigated in 1980, because all of those who earned "acceptable" performance ratings in 1979 had been promoted in that year. We also



find the 20 employees passed over in the promotion exercise of 1979 on account of poor performance ratings who earned

Table 4

1980 Performance Appraisal Scores by Promotion  
in Per Cent (N = 100)

Performance Level	Employee Rating (%)	Employee Promotion (%)
Outstanding	25	0
Very Good	35	0
Good	30	0
Indifferent	8	0
Unsatisfactory	<u>2</u>	<u>0</u>
Total	100	0

"acceptable" evaluation in 1980 are still not promoted this year. The Permanent Secretary for Administration in the Secretariat informed the researcher that the Disciplinary and Promotions Advisory Committee of the Secretariat had ruled that the officers concerned need to maintain or improve their performance for another year before consideration can be given for their promotion.

1981

Employee performance ratings this year improved.

Generally, they received higher ratings this year than they did in 1980. The records indicate that, of the 100 employees appraised in this year, 27 per cent received an "outstanding" overall rating (an increase of 2 per cent over 1980 figure); while 38 per cent are assessed as "very good" (also an increase of 3 per cent over the preceding year). At the "good" performance rating level, the evaluation for 1981 remained the same as that for 1980 (30 per cent), whereas performance rating at "indifferent" level fell from 8 per cent 1980 to 5 per cent 1981. No employee received an "unsatisfactory" assessment in 1981.

Again, like the preceding year's evaluations, there is nothing in the records to show whether these inflated ratings reflect the actual performance of workers. What these data suggest, above all, is that evaluations are carried out by supervisors arbitrarily. The data also suggest that managers have consistently rated their subordinates highly and have refrained from awarding low ratings. The reason for this tendency is not difficult to discern. The confidential reporting system makes it safe for managers to use their subjective judgements in assessing their subordinates performance. Most managers desire to be favorably regarded by their subordinate staff and, if they can, will avoid any action that will lower their esteem in the eyes of their subordinates. The absence of quantifiable aspects of most employees' duties in the Secretariat that will form the basis for objective evaluations facilitates subjective

evaluations by the managers.

The year 1981 marks the second year after the promotion exercise of 1979. Therefore, employees who were promoted in 1979 were again due for consideration by 1981. We find in Table 5 below that all employees who are due for promotion and who have earned "acceptable" ratings have been actually promoted. Overall, there is a 95 per cent

Table 5  
1981 Performance Appraisal Scores by Promotion  
in Per Cent (N = 100)

Performance Level	Employee Rating (%)	Employee Promotion (%)
Outstanding	27	100
Very Good	38	100
Good	30	100
Indifferent	5	-
Unsatisfactory	-	-
Total	100	95

promotion rate among the sampled group in 1981. Although by U.S. standards this is an alarming rate of promotion, the finding should be viewed against the background already explained. The dearth of qualified personnel within the group investigated and the numerous existing vacancies at various levels combine to make the promotions reported here possible. It is this same situation that has made it possible for officers with superior performance ratings

to benefit from additional incentives like acting appointment and selection for further training while their lowly rated counterparts whose performance are considered acceptable, earned only normal promotions.

### 1982

In the year 1982, we witness a decline in appraisal scores (Table 6). For instance, employees with an "outstanding" overall evaluation fell from 27 per cent in 1981 to 22 per cent in 1982. Those assessed as "very good" overall fell drastically from 38 per cent in 1981 to 25 per cent in 1982. Employees rated as "good" overall improved slightly from 30 per cent in 1981 to 33 per cent in 1982. On the negative side, the percentage of the employees

Table 6

1982 Performance Appraisal Scores  
by Promotion, in Per Cent (N = 100)

Performance Level	Employee Rating (%)	Employee Promotion (%)
Outstanding	22	-
Very Good	25	-
Good	33	-
Indifferent	17	-
Unsatisfactory	3	-

assessed at the "indifferent" level rose considerably from 5 per cent in 1981 to 17 per cent in 1982. In like manner, while not a single employee received an "unsatisfactory"

rating in 1981, 3 per cent of the employees are so assessed in 1982.

Are there factors which could have been responsible for a decline in employee performance rating? While the researcher encountered no findings in the records examined that could directly account for this trend, information gathered from the workers themselves and the managers attest to the fact that employees could have actually performed poorer this year than previous years because of their worsening economic situation. In this year, workers started to face all sorts of hardships ranging from a curtailment of their fringe benefits to non-payment of employee salaries for several months. The Permanent Secretary, Administration also explained that the tougher evaluations could have resulted from management's desire to keep the number of employees to be promoted in 1983 low because the available vacancies to be filled were fewer than those of 1981. Notwithstanding the manner of the appraisal, the records examined reveal that because of the promotion awarded in 1981, no officer being investigated earned any promotion in 1982.

#### Summary

The discussion in this chapter centered around the research question of whether employees' promotion in the Civil Service Secretariat of Benue State are tied to the performance of duties by them. We find that all employees promoted during the four year period earned satisfactory

performance evaluations. Similarly, all employees denied promotions earned low performance evaluations that are considered inadequate for purpose of promotion. We also find that managers have the habit of arbitrarily evaluating the performance of their subordinates, and that personnel decisions are still based on such reports. These evaluations have been consistently high. We have also seen that the high promotion rate recorded in 1979 and 1981 in which all employees who received outstanding, very good, and good overall performance ratings have been promoted, is a temporary situation created by the need to fill the numerous positions in the service at the early stages of state creation. As these positions are filled up, there are likely to be some discriminations when deciding among employees to be promoted. This discrimination is likely to be in favor of employees with superior performance ratings.

Overall, we find some association between performance ratings and promotions. Whether these ratings are reflective of actual job performance or other factors remains unknown. In the next chapter, the author will discuss respondents' views to see whether or not they are satisfied with the existing appraisal system in the secretariat.

## CHAPTER FOUR

### SATISFACTION WITH THE EXISTING PERFORMANCE EVALUATION SYSTEM

One important aspect of the study is to find out whether or not managers and employees of the Civil Service Secretariat of the State are satisfied with the existing performance appraisal system. If employees are satisfied with the appraisal system, they are likely to be more committed and dedicated to their duties. Conversely, if they are dissatisfied, they will be less dedicated and performance is likely to be low as a consequence.

Most of the literature reviewed in this study has been critical of the manner performance appraisal in Nigeria has been administered to date. Both the Udoji Public Service Review Commission (1974) and the Ahom Committee on Productivity, Discipline, and Welfare (1983) have charged that performance appraisal programs in Nigeria and in Benue State are being administered in a manner that is bound to result in dissatisfaction among workers.

To test the veracity of this assessment, the managers and the employees are asked\* to state whether they are satisfied or dissatisfied with the entire performance appraisal system in the State. Their responses are shown in Table 7. The managers are about equally split in their

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\*The question asked is "please indicate whether you are satisfied or dissatisfied with the existing performance appraisal system in the Secretariat."

view about the existing system. While 42.8 per cent of them state that they are satisfied with the system, 38.1

Table 7

SATISFACTION OR DISSATISFACTION BY MANAGERS  
AND EMPLOYEES WITH THE PERFORMANCE APPRAISAL  
SYSTEM IN THE STATE

Value	Managers' Response #	Response %	Employees' Response #	Response %
Satisfied	9	42.8	13	34.2
Dissatisfied	8	38.1	24	63.2
No answer	<u>4</u>	<u>19.0</u>	<u>1</u>	<u>2.6</u>
Totals	21	99.9	38	100.0

per cent express dissatisfaction with it. The majority of the employees (63.2 per cent) say they are dissatisfied with the existing system. A large proportion of them (34.2 per cent) say they find the existing system satisfactory. What is amazing in the statistics provided in the table above is the high percentage of the managers (19.0 per cent) who express no opinion to this enquiry, whereas all but 2.6 per cent of the employees spoke their minds on the issue. The author believes that these managers deliberately refrained from openly criticizing the existing appraisal policy on the grounds that it would be unethical for them to do so since they are part of the policy-making process. Therefore, the view by a high proportion of the managers (42.8 per cent) and shared by some employees (34.2 per cent)



that the existing system is satisfactory should be taken with some skepticism. This suspicion is reinforced by the fact that, in answer to another question, the two groups overwhelmingly suggest that the existing confidential reporting system in the Secretariat should be replaced by the open performance evaluation system.

These findings, particularly from the employee survey, are important because dissatisfaction leads to low morale in workers. When this happens, productivity is more likely to decrease than increase. The preponderance of dissatisfaction among the workers, in particular, indicates that the existing system needs to be reviewed in such a way that the majority of the workers will have confidence in the appraisal system. This is vitally necessary since no organization can function effectively without an acceptable process of evaluating the performance of the people that work for it.

### Summary

This chapter takes the entire performance appraisal program in the Secretariat as a single package and finds out whether managers and employees are satisfied with it. While more than half (57.1 per cent) of the managers surveyed express dissatisfaction or offer no opinion, the majority of the employees (63.2 per cent) express outright dissatisfaction with the existing appraisal system in the Civil Service Secretariat of Benue State, Nigeria. Thus, the overall findings here support hypothesis three that

the majority of the managers and the employees of the Civil Service Secretariat of Benue State, Nigeria are dissatisfied with the existing confidential reporting system in the State. The next chapter is devoted to correlational analysis to see how certain independent performance appraisal and promotion variables affect workers' satisfaction or dissatisfaction with the existing appraisal system in the Secretariat.

## CHAPTER FIVE

### FACTORS IN THE EXISTING PERFORMANCE APPRAISAL SYSTEM IN BENUE STATE CIVIL SERVICE SECRETARIAT THAT CREATE SATISFACTION OR DISSATISFACTION IN THE EMPLOYEES

This chapter deals with the attitudes of employees toward various aspects of performance appraisal and promotion policies of the Benue State Civil Service Secretariat. For this purpose, we will employ one demographic variable and four attitudinal ones from among those elicited through the survey. The five variables have been chosen because the overall response pattern indicates that a significant degree of variation exists among the respondents with respect to the attitudes involved. In general, our objective in the sections that follow is to explore possible associations between selected background variables and attitudinal differences on the one hand and among attitudinal variables themselves on the other with a view to determining which factors have caused employee satisfaction or dissatisfaction with the existing performance evaluation system. We have dwelt more on the employee survey as the group that most directly feels the impact of the personnel functions (performance appraisal and promotion) being studied in this exercise. Their perceptions will no doubt, be important to the successful administration of these functions.

The demographic variable is chosen to see the role of past experience in shaping current employee attitudes.

One's life experiences affect how a person will make decisions, his or her assumptions, the kind of risks he/she will take, and the orientation he/she has toward his/her organization and the people within it. The independent variables chosen for this discussion are (1) years a respondent spent in one rank before securing last promotion, (2) opportunity for the respondent to see and comment on performance appraisal reports, (3) suggestions by respondents for improving the existing appraisal system, and (4) satisfaction by respondents with their present status in the service. Satisfaction or dissatisfaction with the existing performance appraisal system in the secretariat is the dependent variable used in the bivariate analysis.

In order to minimize human errors and possible mistakes in calculations, the cross-tabulation exercise has been carried out through the assistance of the computer which produced the various statistics presented in this chapter. How does tenure by employees in one grade affect their reaction to the appraisal policy in the State? Are workers who spent more than two years in one grade before securing promotion more likely to be dissatisfied with the appraisal system than those promoted within one to two years in their grades? In order to find answer to this question, we compare employees' responses to these two variables in Table 7. We find that of employees who spent two years or less before securing their last promotions,

37.5 per cent are satisfied with the existing appraisal system in the Secretariat, whereas 62.5 per cent of these employees are dissatisfied. Among employees who have spent

Table 8

Correlation between Satisfaction with Appraisal System and Years Employees have Spent in One Rank before Securing Last Promotion

Satisfaction with Appraisal	Years (Tenure) in Rank			
	Two or less:		More than two	
	#	%	#	%
Satisfied	9	37.5	3	37.5
Dissatisfied	15	62.5	5	62.5
Totals	24	100.0	8	100.0

more than two years in their grades before their last promotions, 37.5 per cent say they find the appraisal system satisfactory while 62.5 per cent of these employees are dissatisfied with the system. Although we see in this finding that tenure in the grade does not influence employees' satisfaction or dissatisfaction with the appraisal system, it is possible that the situation will have been different if a wider tenure period (say 2 and 10 years in one grade) had been used. The researcher did not use such longer tenure period because employees who face stagnation in one service in Nigeria usually quit for other jobs before they stay too long in one grade. This is possible because job opportunities in Nigeria are immense.

The researcher hypothesized at the beginning of this

study that if employees in the secretariat are given opportunity to see and comment on their performance appraisal reports (input), they will be more satisfied with the appraisal system than if they have no such input. This hypothesis emphasizes the need for involving the employees in the performance appraisal process in order to encourage their active participation. To test whether such participation will increase or decrease employee satisfaction with the appraisal system, we compare respondents' views in Table 8. We find that employees who never have any input in the appraisal process are equally divided in their views about satisfaction or dissatisfaction with the appraisal

Table 9

Correlation between Employee Satisfaction or Dissatisfaction with the Performance Appraisal System and Their Input in the Appraisal Process

Satisfaction with Appraisal:	<u>See and Comment on Appraisal</u>			
	<u>Sometimes:</u>		<u>Never:</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Satisfied	0	0	13	50.0
Dissatisfied	<u>11</u>	<u>100</u>	<u>13</u>	<u>50.0</u>
Totals	11	100.0	26	100.0

system. Fifty per cent of these employees find the appraisal system satisfactory while the other fifty per cent are dissatisfied with the existing system. On the other hand, all the employees (100 per cent) who said they

have had input into the appraisal process sometimes are dissatisfied with the existing appraisal system in the secretariat. These findings do not support the hypothesis chosen to test these factors. In fact, the findings have some implications for the adoption of an open performance evaluation system demanded by the majority of the managers and the employees during the survey. One implication is that knowledge by employees of the judgements of their managers about their (employees') performance, in itself, will not result in satisfaction by employees. What appears to be a crucial factor in this regard is employees belief that their managers have used fair and objective criteria in assessing their performance. Also, employee dissatisfaction as portrayed by this finding, could have been caused by the management's failure to utilize the suggestions of the employees. Having one's views totally ignored in any situation causes frustration. Participation is satisfying only when employee's views are reflected in policies and programs of the Secretariat.

The author also hypothesized that employees who are satisfied with their status in the service will also be satisfied with the appraisal system, whereas those that are unhappy with their status will be dissatisfied with the appraisal system in the secretariat. In order to test this hypothesis, the researcher looked at the relationship between employee satisfaction or dissatisfaction with the existing appraisal system and their satisfaction or

dissatisfaction with their status in the service (Table 9). We find that of the employees who express satisfaction with their present status in the service, 52.6 per cent say they are satisfied with the existing performance appraisal system while 47.4 per cent are dissatisfied. Of the employees who express dissatisfaction with their

Table 10

Correlation between Satisfaction with Existing Appraisal System and Satisfaction with Present Status in the Service

Satisfaction with Appraisal	<u>Satisfaction with Status</u>			
	<u>Satisfied:</u>		<u>Dissatisfied:</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Satisfied	10	52.6	3	18.8
Dissatisfied	<u>9</u>	<u>47.4</u>	<u>13</u>	<u>81.3</u>
Totals	19	100.0	16	100.1

status in the service, only 18.8 per cent are satisfied with the appraisal system. The majority (81.3 per cent) are dissatisfied with the appraisal system. Thus, employees who are satisfied with their status are more likely to be satisfied than dissatisfied with the appraisal system, whereas those who are dissatisfied with their status in the service are far more likely also to be dissatisfied with the existing performance appraisal system in the Secretariat. However, satisfaction or dissatisfaction by employees with their status in the secretariat appears to be more a question of whether the employees



perceive their roles in the Secretariat to be important and satisfying than the type of performance appraisal system in use. Therefore, the real issue here, is again, whether the employees in the Secretariat feel that they are performing duties that are meaningful to them and whether they are allowed participation in the decision-making process.

The researcher also looked at the relationship between employees' satisfaction with the existing performance appraisal system and employees' willingness to offer suggestions for the improvement of the system. Again, the aim has been to see whether allowing workers some input into the appraisal process will produce any correlation with satisfaction or dissatisfaction with the appraisal system. We compared respondents' views in this regard (Table 10). We find, as shown in the table, that of the employees who made suggestions for improving the appraisal system, 25.8 per cent are satisfied with the existing

Table 11

Correlation between Employees' Satisfaction  
with Existing Appraisal System and Employees'  
Desire to make Suggestions for Improvement

Satisfaction with Appraisal	Suggest Improvement			
	YES		NO	
	#	%	#	%
Satisfied	8	25.8	5	83.3
Dissatisfied	<u>23</u>	<u>74.2</u>	<u>1</u>	<u>16.7</u>
Totals	31	100.0	6	100.0

appraisal system, while 74.2 per cent are dissatisfied. Of the employees who made no suggestions for the improvement of the appraisal system, 83.3 per cent are satisfied while only 16.7 per cent are dissatisfied with the existing appraisal system. This finding shows that employees who have no input in the appraisal process are more likely to be satisfied with the appraisal system than their counterparts who have such input. This is an amazing finding. The researcher had expected that workers who are involved in the appraisal process will be more satisfied than dissatisfied with the appraisal system. Again, it appears like employees are never given any response to their input or suggestions. Certainly, if employees realize that they are merely being manipulated and that their views will not be reflected in policies and programs in the Secretariat, they are more likely to be dissatisfied than satisfied. To reverse this trend, it is necessary that managers in the Secretariat make use of their employees' suggestions and give them (employees) feedback about the usefulness of employee participation.

### Summary

The correlational analysis undertaken in this chapter enables us to determine variations and uniformities in employees' attitudes through the use of bivariate analysis. Only one of the five independent variables tested (that is, employee satisfaction or dissatisfaction with their present status in the service) is related to the dependent

variable (satisfaction or dissatisfaction with the existing appraisal system) in the hypothesized way. Findings tend to support the fact that the input of employees in the Secretariat are not being utilized by their managers. Consequently those employees who have had opportunities to offer suggestions become more dissatisfied than their counterparts denied such opportunities.

Other Factors Affecting Satisfaction or  
Dissatisfaction with the Performance  
Appraisal System

This section deals with other factors identified during the study that have some impact upon employees/managers' satisfaction or dissatisfaction with the existing performance appraisal system in the State. These are now discussed with the aid of univariate analysis of chosen variables.

One aspect of the existing confidential reporting system that the researcher at the beginning of the study considered as capable of creating confusion is the multiplicity of appraisal levels involved in evaluating the performance of each employee. The author believes that this practice violates the unity of command principle which requires an employee to be answerable only to one superior officer at a time.

To assess the feelings of the employees about this system, the researcher asked them to choose which of the four levels of officials usually involved they preferred to have the sole authority to assess their performance.

Table 11 shows the category of officials concerned and how each has been rated by respondents. In their response, the majority of the employees (65.7 per cent) indicate they prefer their immediate supervisor to be the sole authority

Table 12

Superior Officer Most Preferred by Employees\*  
To Evaluate Employee Performance

Level of Superior Officer	Rating by Respondents (%)	
	#	%
1. The immediate Supervisor	25	65.7
2. An officer above the immediate supervisor (the countersigning officer)	1	2.6
3. The Head of the appropriate Department in the Ministry	3	7.8
4. The Permanent Secretary of the Ministry	5	13.0
5. None of the above	<u>4</u>	<u>10.9</u>
Totals	38	100.0

to evaluate their performance. As we have seen in the section that explains the existing procedure in the State, the present system makes it possible and legitimate for other higher officials involved in the appraisal function to make different judgements about employees' performance. This finding indicates that the diffused appraisal

\* The specific question asked is "which of the following five superior officers you most prefer to evaluate your performance."

authority in the Secretariat is a potential source of dissatisfaction which the employees express about the traditional appraisal system in the Secretariat.

The majority of the employees (71.1 per cent) have indicated in answer to another question asked during the study that they are never given the opportunity to see and comment upon their performance ratings. To assess the depth of their feeling on this issue, we asked them "do you desire to be given opportunity to see and to comment upon your performance appraisal reports?" We gave them three possible answers of "yes," "no," and "no opinion" to choose from. Although, slightly more than half of the investigated employees (55.2 per cent) answered in the affirmative, a high proportion of them (48.8 per cent) said they do not desire such an opportunity. Thus, it appears that the employees concerns transcend the issue of the type of appraisal system in use in the secretariat.

From the available literature in Nigeria, many problems have been identified in the administration of the confidential reporting system prior to this study. Therefore the researcher deliberately inserted an item in both the management and the employee questionnaires asking respondents to offer suggestions for the improvement of the existing system. The relevant question asked is "please offer suggestions for the improvement of the existing performance appraisal system in the Secretariat." We find that overwhelming majority of the managers (84.5

per cent) and of the employees (81.4 per cent) suggest that the State Civil Service Secretariat should replace the confidential reporting system with the open performance evaluation system earlier proposed by the Udoji Public Service Review Commission in 1974.

### Summary

The univariate analysis section looked at certain factors in the existing performance evaluation system to see whether they do contribute to employees' (and managers') dissatisfaction with the appraisal system in the Secretariat. The findings reveal that the majority of the employees (65.7 per cent) prefer their immediate supervisors to evaluate their job performance. We also find that slightly more than half (55.2 per cent) of the employees prefer to be involved in the evaluation of their performance. Finally, overwhelming majority of the employees (81.4 per cent) and of the managers (84.5 per cent) prefer the replacement of the existing confidential reporting system by the open performance evaluation system which the Udoji Public Service Review Commission in 1974 had recommended for adoption throughout the entire civil services of the country.

## CHAPTER SIX

### CONCLUSIONS AND RECOMMENDATIONS

The discussion in the first five chapters of this paper has given us insights into the specific and general nature of the problems of performance ratings and promotion in work organizations generally and in the Civil Service Secretariat of Benue State of Nigeria in particular. Although promotion decisions by managers about their subordinate employees have been based on the performance ratings of the employees concerned, the problems associated with the system and procedure used in evaluating the performance of employees in the Secretariat have left much to be desired, particularly in the view of the employees themselves. A high proportion of the managers also share the employees' anxiety about the capacity of the prevailing confidential reporting system in the State to meet workers' (and to some degree, managers') expectations. The literature reviewed and the findings made both confirm that it may not always be correct that a given worker is actually better than another merely because such a worker has been so rated on an efficiency report. These findings suggest that most of the ratings have been arbitrarily awarded by the managers without any supporting facts. This trend has been attributed to the confidential nature of reporting which gives the managers the freedom to use their subjective judgements in evaluating the performance of their employees. Findings also suggest a

reluctance by most managers to award low performance ratings to their employees. We, therefore, see throughout our discussions that employees in the Secretariat have received high performance ratings which in turn, have resulted in high rates of promotion to fill the numerous available vacancies. What our findings in this study and the discussion up to this point have not made clear is whether the high performance ratings and promotions granted employees have been reflective of actual performance by the employees. Or put differently, is it possible to determine, with objectivity, the performance of the employees of the Secretariat under any form of appraisal system? A clear view on this question will be of immense assistance to us both in pin-pointing the pitfalls of the existing appraisal system in the Secretariat and in recommending new measures. It is necessary, therefore, to look briefly at the jobs performed by employees in the sampled groups to see whether such duties lend themselves to objective evaluation by managers.

The employees investigated are those in the Administrative, Executive, and Instructor cadres on grade levels 07 to 12 (that is, officers on intermediate grades). For this comparative discussion, the researcher will look at the duties\* of one incumbent on G.L.12 in each of the three

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\* Schedule of Duties, Civil Service Secretariat, Makurdi, Benue State, Nigeria: pp. 1-25.



cadres:

1. DUTIES PERFORMED BY A PRINCIPAL ASSISTANT SECRETARY:  
GRADE LEVEL 12)

- (1) Assisting in the formulation, execution and review of policies;
- (2) Co-ordination of the functions of the
  - (a) Administrative Unit headed by Senior Assistant Secretary, Administration;
  - (b) Accounting Unit headed by Senior Accountant;
  - (c) Project Unit headed by Senior Assistant Secretary, Projects.
- (3) Processing of applications for In-service Training of Administrative Officers;
- (4) Preparation of recurrent and capital estimates of the Secretariat;
- (5) Generally ensuring the discipline, effectiveness and efficiency of the various units in the Administration Department;
- (6) Recommendation of vehicle loans for junior and intermediate staff;
- (7) Any other matters delegated by Under Secretary, Administration.

2. DUTIES PERFORMED BY PRINCIPAL EXECUTIVE OFFICER (STAFF OFFICER) GRADE LEVEL 12.

- (1) Taking charge of specific assignment or subject(s) within a unit in a Ministry or Department;
- (2) Taking charge of a section or branch of a Ministry or Department;
- (3) Establishment matters;
- (4) Control and discipline of junior staff;
- (5) Requisition of stationeries;
- (6) Office management;
- (7) General supervision of open and secret registries;

(8) Any other matter delegated to him from above.

3. DUTIES PERFORMED BY PRINCIPAL INSTRUCTOR (STAFF TRAINING CENTER) GRADE LEVEL 12

- (1) Giving instructions in theory and practice in his/her specific field;
- (2) Assisting subordinate officers in the preparation of their lessons;
- (3) Developing, organizing, and co-ordinating training programs in his/her field of specialization;
- (4) Reviewing periodically the curriculum and training programs in his/her field of specialization;
- (5) Taking charge of a department of related courses;
- (6) Performing other related duties that may be assigned.

Each of the three incumbents whose duties are specified above is at the head of that particular intermediate cadre. Duties of employees below the principal rank level are similar to those discussed here. The only variance is that officers occupying lower grades perform their duties at lower levels of responsibility and are under direct supervision by their superior officers.

Contrary to the response by managers and employees that duties in the Secretariat have been well-defined and that employees understand the requirements of their jobs, what we see here is that these duties are far from being clearly defined. No one can, with any degree of certainty, explain or quantify any of these jobs. One cannot objectively evaluate the performance of duties whose dimensions and complexities are unknown. No known appraisal procedure can hope to achieve this feat. Therefore, a pre-requisite

for an effective employee performance appraisal in the Secretariat is to embark on a re-definition and reclassification of employee duties in such a manner that not only the managers and the employees themselves, but also their clients and other citizens too, clearly understand these duties. The kind of job review suggested here should involve a combination of the following actions -

- (i) The formation of natural work units so that the employees can experience a sense of pride in their work and a feeling of responsibility. This practice will make the employees' tasks become more significant to them.
- (ii) Combination of tasks into larger units of accomplishment to enhance skill variety and task identity. At the moment, there is too much duplication in the assignments of the various departments in the Secretariat.
- (iii) The vertical and horizontal loading of jobs to include planning and controlling tasks. This will allow the employees to contribute to decisions on quality and quantity of their jobs. This process will increase the employees' sense of autonomy.
- (iv) The encouragement of a continuous vertical information sharing between the managers and the employees, and horizontal information sharing and co-operation among the entire employees of the Secretariat. This will contribute to the early identification and solution of problems in order to prevent unnecessary misconceptions and costly mistakes.
- (v) The pursuance of a vigorous training policy to train and develop the employees as a prerequisite for their meaningful participation in policy making and implementation.

When the job-review as discussed here is achieved, the problem of performance evaluation in the Secretariat will become clearer because managers and employees will see the total picture. After this process, we can then talk of appropriate performance evaluation system that can

adequately measure the performance of employees. What is the implication of this perspective? Is it to be interpreted to mean that the situation should remain as it is until a job-review as posited here is achieved? The answer simply is no. Without the problem of job clarity and job content discussed above, we have also identified, in several sections of this paper, a number of deficiencies in the existing traditional performance appraisal system which should be ameliorated immediately before the problems become unmanageable. The following recommendations are geared toward the amelioration of such deficiencies.

#### Specific Recommendations

In several sections of this paper, we have identified opportunity to participate and be involved in the decision-making process, as the main desire of the workers of the Civil Service Secretariat. We have also seen that under the existing appraisal system employees have little or no opportunity to contribute in a meaningful way to decision-making. Findings also indicate that the employees who have been given opportunities to express views on their performance appraisal reports came out less satisfied than their counterparts who were denied such privileges. This is an indication that the managers did not use the input of these employees or if they did, they have failed to give feedback to the employees concerned. Goal acceptance theory makes it clear that employees who participate in decision-making process leading to goal setting accept such goals

easier and are more committed to the realization of such goals than employees who are merely assigned the goals by their superiors. The objective of managers in the Secretariat to increase worker productivity will be achieved more quickly if they involve the employees in the decision-making process more than what the situation shows at the moment. More importantly, employees need to know that their inputs have not only been accepted by management but have also been actually utilized. This requires constant dialogue between the managers and the employees in the Secretariat. To achieve this dialogue, the author recommends a system of management-employee meetings as described below.

#### Management and Staff Meetings

When issues requiring solutions emerge in the Secretariat, I recommend that such issues should be tabled for discussion at periodic management and staff meetings to allow the employees opportunities to express their views on such matters. This avenue should also be used by management to brief the employees about the utilization of their inputs. This is a departure from the present practice in which only the scheduled officers assigned particular duties are allowed to express views on such issues. It is also a departure from the existing situation in which workers never receive any response to their inputs from their managers. The frequency of the meetings and the size of the employees' representatives should be determined by the amount of issues to be discussed at these meetings. After

every meeting, the workers' representatives should fully brief their members who did not attend the particular meetings. Participation by workers as suggested here, will increase their good feeling toward the managers. It will also increase their self satisfaction as well as foster communication with the managers. Opportunity to contribute to decision-making will thus be a positive reinforcement whose benefits will outweigh the cost of time to be devoted to these meetings. Although this recommendation goes beyond the realm of performance appraisal which is the main focus of this study, it is considered crucial to the issue of staff motivation in the Secretariat. A sense of good feeling about personal worth is essential to the release of motivated energy by employees. Participation will increase employee motivation; it will also lead to the generation of ideas that may not otherwise occur to the managers. More importantly, participation will reduce the workers' resistance to changes and enhance their autonomy, achievement and self-expression. Further research is recommended to determine the precise benefits of participation to management and employees of the Civil Service Secretariat.

#### Job Redefinition and Enrichment

As a precondition for the adoption of the open performance evaluation report system demanded by the managers (84.5 per cent) and by the employees (81.4 per cent) that we investigated in this study, the researcher

recommends the setting up of a machinery to redefine and to enrich the duties performed by the employees of the Civil Service Secretariat to make such duties clearer and more meaningful/satisfying to the employees. Some of the steps suggested at the beginning of this chapter could be utilized to achieve the recommended job-review. The Head of Service is urged to take urgent steps to achieve this objective in order to enhance workers' productivity and job satisfaction. The importance of enriched and satisfying jobs to employees' motivation can not be over-emphasized. Enriched jobs provide workers intrinsic motivation which is vital for high morale and increased productivity.

#### Adoption of Open Performance Evaluation Report System

When proposing the adoption of an open performance evaluation system throughout the country's civil services in 1974 (page 47), the Udoji Public Service Review Commission noted that "the greatest criticism against the present confidential report system is that it ignores one of its two main purposes (the improvement of individual performance) and appears to concentrate on the other (being a guide to personal actions)." The performance evaluation format suggested by the Commission has been designed to correct the deficiencies noticed in the confidential report system as discussed in this paper. The new system improves on the confidential system by including a section that is devoted to spelling out the tasks on which the appraisal is based. It places

responsibility of evaluation on the immediate supervisor (sections 3, 4, 5, 6 and 8) and ensures active involvement of the officer being appraised in the evaluation process (sections 1, 2, 3, and 7). Section 9 of the new format is to be completed by the Countersigning Officer who is an officer higher in status than the Reporting Officer. The Countersigning Officer, in the new system, only acts as an arbiter between the employee and the supervisor to resolve disputes or disagreements arising from the performance evaluation. The suggested new performance appraisal format which has nine sections is annexed to this paper as Appendix I.

The problem of clear job description found among the duties performed by the groups investigated will, however, make it difficult to implement the open performance evaluation system successfully. Possible adoption of the new system, as pointed out earlier, will therefore depend on how soon the Secretariat is able and willing to redefine or reclassify the duties performed by its employees in an unambiguous, if not quantifiable, manner. This writer believes that it will be to the advantage of government to commit the necessary time and resources to achieve this transition from the confidential reporting to the open performance evaluation system based on enriched and well defined duties performed by its employees.

### Conclusion

Although the writer can think of no reliable assurance



that the measures recommended in this chapter of the paper will automatically be a success in the Secretariat, we are convinced that the suggested measures represent an improvement over the existing appraisal system in the Secretariat. We are also convinced that a careful and systematic implementation of the measures along the lines suggested will lead to an era of improved employee-management relations as well as to an increase in the employees' job satisfaction. These recommendations are consonant with the ideals of the Human Relations School of Management which emphasize the need for managers in organizations to humanize their work environments in order to be able to cope with the demands of new technology and change. The recommended measures are also consistent with our democratic values.

APPENDIX I

**PERFORMANCE EVALUATION REPORT**

**1. Personal Particulars**

Report on Mr/Mrs/Miss \_\_\_\_\_  
(Name in Block Letters)

For period from \_\_\_\_\_ to \_\_\_\_\_

Date of Birth \_\_\_\_\_ Marital Status \_\_\_\_\_

Ministry/Department \_\_\_\_\_ Section \_\_\_\_\_

Period of Service under present Reporting Officer : years \_\_\_\_\_ months \_\_\_\_\_

- (i) Date of Entry into the Service \_\_\_\_\_
- (ii) Present Substantive Appointment \_\_\_\_\_  
Grade \_\_\_\_\_ with effect from \_\_\_\_\_
- (iii) Acting Appointment (if any) \_\_\_\_\_  
Grade \_\_\_\_\_ with effect from \_\_\_\_\_

**2. Qualifications and Courses Attended**

<i>Academic, Professional or Technical Qualifications (Underline any obtained during period of report)</i>	<i>Training Programmes or Courses attended During Period Covered by the Report</i>		
	<i>Course</i>	<i>From</i>	<i>To</i>

*(Sections 1 and 2 to be completed by the Officer)*

Reporting Officer \_\_\_\_\_  
(Name in Block Letters)

Designation \_\_\_\_\_

*Notes for the Guidance of Reporting Officers*

- (i) The Reporting Officer will normally be the Officer's immediate superior and the Countersigning Officer will normally be the immediate superior of the Reporting Officer.
- (ii) The Performance Evaluation System is to assess as comprehensively and objectively as possible, the Officer's performance of his job. This assessment can show the Officer's training needs and serve as a guide to his future deployment.
- (iii) Performance evaluation should be continuous, and this Report should reflect a series of incidents, achievements and failures (if any) over the whole period of assessment.
- (iv) Sections 4-6 should be discussed with the Officer by the Reporting Officer. The Officer himself will complete section 7.
- (v) The Reporting Officer will then complete section 8 and submit the Report to the Countersigning Officer.
- (vi) The additional notes given under specific sections of the form should be read carefully before the sections are completed.

3. *Job assignment on which the Report is based.*

*Signature* \_\_\_\_\_  
*Officer*

*Signature* \_\_\_\_\_  
*Reporting Officer*

*Notes.*— (i) Set out in order of importance the main duties and responsibilities of the Officer during the period of assessment. Include any objectives or targets agreed upon for achievement.

(ii) This report will have little value unless the job assigned to the Officer has been discussed and agreed to by the Officer and his superior. The Officer will then know precisely what is expected of him during the period of assessment.

**4. Performance Evaluation**

<i>Duties, Responsibilities and Objectives (What was to be achieved ?)</i>	<i>Actual Performance of Results (What was achieved ?)</i>

**SUMMARY STATEMENT AND COMMENTS****Notes.—**

- (i) Assess how well the Officer has performed the duties set out under section 3, and the extent to which each of the agreed objectives and targets has been achieved. The assessment should give more weight to results achieved than to input of effort, and provide a clear picture of the manner in which the work has been performed.
- (ii) Comment on any factors, within or outside the Officer's control, which are known or which there is good reason to believe, have affected the Officer's performance either favourably or adversely.

**5. Individual Assessment :**

- (i) *Major Strengths.*—As they affect performance.
- (ii) *Major Areas Requiring Improvement.*—As they affect performance.

**Note.**—Assess only those characteristics of the Officer that affect his work performance, such as ability to communicate, leadership qualities, taking decisions, demonstrating imagination and initiative, accepting and delegating responsibility, planning work programmes, and the like. These should have been brought out in the discussion under section 4 when assessing actual work achievements in comparison to set objectives.

6. *Training Needs.*

What specific training plans have been agreed upon to improve this Officer's performance ?

(This plan should be developed jointly with the Officer.)

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7. *Comments of the Officer on Sections 4-6.*

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*Signature of the Officer*

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*Date*

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**8. Potential for Further Advancement :**

(i) In your opinion, has the Officer the potential for further advancement ? YES \_\_\_\_\_  
NO \_\_\_\_\_

(ii) If the answer to 8 (i) is YES, then state the post you consider him suitable for and by when.

(iii) If the answer to 8 (i) is NO, give reasons and recommend action.

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*Signature of Reporting Officer*

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*Date*

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**9. Comments of the Countersigning Officer on the Evaluation.**

Name \_\_\_\_\_ Designation \_\_\_\_\_

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*Signature*

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*Date*

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