

CHAPTER FIVE

STAFF MANAGEMENT

INTRODUCTION

School administrators and related heads of educational institutions work with many resources to accomplish educational goals — people to carry out teaching and/or teaching support activities, buildings to house teaching/learning operations, equipment to facilitate teaching and learning and financial resources to fund school activities. Much as all these resources are essential for the proper functioning of the school, the one which appears to be most crucial is people, who perform the task of teaching and teaching-related activities. Such people are often referred to, simply as staff. It is therefore necessary that any school should have and maintain a viable quantity and quality of staff.

Most schools which are currently regarded as reputable institutions are those that have over the years, been blessed not only with intelligent and diligent pupils (or students) but also with qualified and well-managed staff. It is in view of this that school heads often strive to get adequate number and categories of sufficiently qualified staff.

The task of staffing involves the securing and developing of personnel for the jobs which are created by the organisation function. The prime objective of school staffing is to obtain the best available people for the school and to develop the skills and abilities of such people so that they can contribute effectively to the achievement of school objectives. Obtaining the best personnel for schools (teachers and non-teaching staff) often involves the activities of school administrators (headteachers) and experienced education administrators in the Ministry of Education and Teaching Service Board. These activities include among others, recruitment, selection, training and development, supervision and evaluation of personnel.

Education authorities make policies from time to time and these inevitably affect school personnel processes. School processes are therefore not static but highly dynamic. In view of this, staff management processes must be continuously re-evaluated in the light of changing conditions both within the school and outside the school system. The key issues of recruitment, selection, training and development, supervision and evaluation of school staff have been examined in more detail in the ensuing sections of this chapter.

(1) RECRUITMENT OF JOB CANDIDATES

Recruitment involves all prospective applicants for job position in the organisation. Recruitment is a key responsibility of staff personnel in any organisation. Personnel may have to execute several functions, but unless the right people are employed and placed on the right job, the whole system or organisation may collapse (Ogunsaju and Arubayi, 1985). The primary aim of recruitment is for the personnel to be able to attract or find a pool of people with the potential to successfully fill the job vacancies. In the advertisement of a job vacancy, the inclusion of job description is necessary. A job description is a statement of the tasks, duties and responsibilities that define a particular job. Sometimes job specifications are prepared. They describe the key qualifications necessary for someone to perform the job satisfactorily.

It should be noted that recruitment of school staff precedes staff selection. No staff can be selected until recruitment has been completed. The recruitment process focuses more on quantity than on quality of prospective staff members. It is only during the selection phase that recruited candidates who fail to meet the abilities, values, needs and interests of the prescribed job are eliminated (Lipham et al, 1974). It is common to hear of recruitment tour within the country by officers of the Teaching Service Board or Commission. Such tours are merely conducted to identify a list of potential school staff.

A good recruitment programme is one that is properly planned and well operated. Poor recruitment efforts could lead to the selection of poor applicants. A proper recruitment programme calls for collection of data on possible vacancies from school headmasters. In most states of Nigeria the responsibility for collection of such data rests with the Senior Education Officers (Personnel) in the Teaching Service Commissions or Boards.) Such personnel officers usually request primary school headteachers to complete a profoma either monthly, quarterly or bi-annually indicating staff strength in the school and in each subject area (Ozigi, 1977). The completed profoma makes it possible for the commission or board to post the right number and calibre of teachers and non-teaching staff to schools in need after the selection process of new staff has been completed.

Successful recruitment is a planned activity. It requires concerted efforts by all concerned. It is important to adopt in an organisation, the following steps which are known to facilitate proper recruitment.

- a) Personnel should ascertain the vacant positions and the type of skills needed to fill the positions.
- b) The source or sources of recruitment should be identified, once the opening becomes clear.
- c) Design and provide an application form that is detailed enough to reveal the background knowledge and skill of the applicant. It is

only with a detailed and clear application form that personnel can do an accurate shortlisting which will weed out unqualified candidates, thereby paving way for a facilitated selection. The fact that vacancy exists within a school is not as important as filling it with the right applicant. To fill a vacant position, personnel should use a wide variety of recruitment sources to attract the prospective candidates. Any of the two sources indicated below can be used by personnel to attract the qualified candidates to fill vacant places in the primary school system (Johnson and Stinson, 1978). They are internal sources, and external sources.

i) **Internal Sources** — Personnel may recruit new staff from among the existing employees. In many schools there are often individuals who are qualified to fill the vacant position with or without further training. Recruiting from inside encourages in-breeding. Filling vacant positions with internal candidates has some benefits. For instance, it gives the Teaching Service Board a fore-knowledge of the candidates attitude to work, having been under them for quite some time. It also motivates the internal candidate to perform better on the job since he is being recognised as capable of doing the job especially if the job comes as a promotion. According to some surveys, up to 90% of all management positions are filled internally compared with only 50% in the 1950, (Campbell Dunnette, Lawler III and Weick Jr, 1970). In some primary schools in Nigeria, positions of headmasters and/or Assistant headmasters are filled internally with experienced and qualified teachers. This is a clear indication that management is fully aware that one way to reward their hardworking employees is to fill vacant positions in form of promotion with internal candidates. Employees who benefit from such system of filling vacancies usually see themselves as rewarded and as a result they strive to improve their performance. Atimes, a former employee who has gone on retirement may want to return and work on part time basis or on contract assignment in his former organisation. The advantage in re-employing a former employee is that his performance is known and less training may be necessary to put him on stream.

ii) **External sources** — Invariably, many organisations ignore the internal sources and concentrate on external sources. Schools fill their entry positions from outside and atimes fill the key positions from inside. Factors such as size of school, the policy of the Ministry of Education and/or Teaching Service Commission or Board, School ownership, time factor, and financial resources of the organisation will determine which particular source of recruitment that will be used.

There are a variety of external sources from which schools may draw their new staff. In brief, the external sources include the use of news media advertisements (such as newspapers, radio or television), educational institutions (e.g. Teacher Training Colleges), employment agencies and professional organisations.

It is important that management know

suitable

source of recruitment that could provide the best result at any particular point in time. Many organisations do this through research and direct questions to employees during the pre-employment interviews or during post-employment interviews.

(2) SELECTION OF NEW STAFF

The selection process determines the candidates that will finally enter into the organisation as new employees. After job applicants have been recruited, a systematic effort is to identify the most suitable candidates to fill the vacant positions. According to Castetter (1976) the primary purpose of selection to fill existing vacancies with personnel who meet established qualifications, who appear likely to succeed on the job, who find sufficient position satisfaction to remain in the system, who will be effective contributors to unit and system goals and who will be sufficiently motivated to achieve a high level of self development.

Selection is a very important process which requires planning and objectivity. After all, no organisation can be better than the people who make it up. A selection exercise should not be left in the hands of amateurs or the less informed in the art of selection. It is because of the complexity of the selection process that most organisations usually involve several people in its conduct.

In Nigeria the selection of new staff for public schools is usually done by officers of the Primary School Teaching Service Board or Commission. At times it is done by a panel made up mainly of officers drawn from Ministry of Education and the Primary School Teaching Commission or Board. Headmasters of public schools are not usually involved in the selection of their teachers. Selected teachers are posted to schools which need them. But unlike public schools, privately-owned primary schools in Nigeria do not depend on the Teaching Service Commission for the selection of new staff. Rather they often utilise panels made up of officers as may be constituted by the school proprietor, principal, education personnel managers, educational administrators, university lecturers and related experts in personnel matters. Some private primary schools even use employment agencies in the recruitment and selection of their new staff.

Although, selection procedure may differ from one State to another and from public school to private school, the selection process generally follow all or some of the steps shown in Fig. 6:1 below.

- iii) Adequate job specifications should be developed.
- iv) Proper techniques should be developed for recording and interpreting findings.
- v) Evaluation techniques should be developed.
- vi) As a rule, a panel of interviewers should neither be too small (less than 5) or too large (e.g. 18). The more manageable the size of the panel, the better.
- vii) Members of the panel of interviewers should know the specific aptitudes, knowledge skills or other attributes that are needed to perform the tasks for which an applicant is interviewed. The interviewer must be able to zero in the critical requirements rather than only make global or mechanical judgements.
- viii) An interviewer should make sure that the applicant is made welcome and is treated with dignity by everyone he meets.
- ix) Interviews should be such that interviewees are given sufficient time to talk or ask questions. Listen to the interviewee and avoid undue interruptions.
- x) An interviewer should remain neutral, and not offer his opinion or reaction until at the end of the interview. He should also avoid leading questions for these have the tendency of discouraging initiative.
- xi) Interviewers should avoid halo effect — not to be carried away by personal bias or prejudice.

It is good to remember that an interview offers the organisation an opportunity to "sell" itself to applicants. All applicants should be treated with due respect even if no employment is to be offered to them. Any impression created during an interview may be difficult to forget or even forgive. After all, an interviewer today may turn out to become an interviewee a year or years after in the organisation (or school) where the present interviewee is employed.

d) **Physical Examination**

In some educational institutions it is required that prospective employees subject themselves to physical examination before or after a job offer is made. The essence of physical examination is to determine the physical fitness of the applicant. A physical examination has some good effects. It helps to eliminate applicants who might be real liabilities because of too much absenteeism rate due to illness. Besides it helps to place applicants on jobs best suited to their health. It is even to the advantage of the employee who could establish through the pre-employment physical examination that his ill-health is work-induced.

Some institutions would not employ any applicant who has some health defects (e.g. tuberculosis) no matter his professional qualifications. They do so because certain jobs induce stress and people with tuberculosis or related heart problems, no matter how mild, should be disqualified in their personal interests. People with defective hearing, or poor sight should not be employed as security

officers. In recent years, however, physical examination has been given relatively low emphasis as a selective device for employing new primary school teachers in Bendel State and some other states of Nigeria.

e) **References**

It is common for employers of teachers to ask prospective job applicants to furnish references to support their application. Reference letters help to provide additional information to augment that obtained through the application forms and interview. The problem with relying on reference letters is that many referees instead of giving bad recommendation, decline to write on behalf of the applicant. In fact most of those who write reference letters often make hyperbolic and favourable statements on those applicants they are writing for. An applicant who is simply good in his chosen profession may be said to be excellent. It is due to this problem that some employers in Nigeria place little or no value on the reference letters.

To improve in the utility of referee's report, it is hereby suggested that reference letters be required from only candidates who are shortlisted for interview. Second, that applicants be asked to nominate at least four referees from which prospective employer could select three and ask them to send reports. Third, as a rule one of the referees nominated by the applicant must be the present or past employer of the applicant or his former teacher or headteacher.

f) **Offer of Employment**

The offer of employment is the cumulation of all the events that have started from the identification of positions for employment to reference checks. Hence it is perhaps the most crucial of all the steps in the selection process.

A number of factors should be considered, based on each step in the selection process. For instance, the weight to be assigned to such issues as lack of required experience on the same job, test score, letters from referees and actual performance at the interview should be carefully considered. This is not an easy work. Besides, the provision of objective answers to the following questions will help the employer to consider applicants who seem to have high overall scores (Meyer, 1970).

- i) Has the applicant shown a good track record of achievement?
- ii) Did he hold responsible positions in growth situations?
- iii) Are there sudden shifts in the careers of the applicant?
- iv) Does the curriculum vitae clearly indicate whether the candidate is presently employed?
- v) Is the curriculum vitae clear about the education of the applicant?
- vi) Does the applicant have a sign of self improvement syndrome?
- vii) Does the candidate give a true history of his marital status?
- viii) What salary is the applicant earning at present?

ix) Has the applicant any cogent reason for wanting to change job?

In making considerations, some trade-offs have to be made. In making such trade-offs, factors as availability of skill required for the job concerned, special environmental peculiarities, prevailing salary and the personal needs and aspiration of the applicant have to be considered.

After final decision has been reached as to who is successful, a letter of appointment has to be mailed to the successful candidates explaining clearly the terms and conditions of the new job. When such a letter is received by the applicant it is important that he replies it indicating acceptance and when he will assume duty. In order that successful applicants do not miss the chances of getting due information and acting on it immediately, all job offers should be stated as clearly as possible. The position offered to the employee, the salary attached to it, and the working conditions should be stated in unambiguous terms.

g) **Orientation**

Orientation of new teachers is important to successfully seal the process of recruitment and selection. Orientation is an activity undertaken to introduce a new employee to his organisation, job, and working environment. The purpose of orientation is to ease the initial shock that an employee is exposed to in an unfamiliar environment. Orientation aims at instilling first impression and attitude of the organisation; its objectives and its people. It helps to meet the new employee's need for acceptance and security. Besides it helps the new employee to accept the rules and regulations of the organisation, and develop a positive attitude towards the organisation. Orientation helps to furnish the new teacher with whatever information that may have been neglected during the course of recruitment and selection. A well planned orientation programme would ensure that information about the employee's immediate concerns are provided. Such concerns would include issues as pay, work schedule, special facilities, break periods, mail box, library facilities and staff recreation facilities.

Orientation of teachers at the primary school is increasingly being appreciated by government and other employers of teachers. This is because it is believed that good orientation helps to increase job security and satisfaction for teachers. The teaching Service Boards should ensure that they utilise orientation programmes for arresting the problems which often plague new teachers and other categories of new employees.

(3) **TRAINING AND DEVELOPMENT**

The selection process is designed to find people who have the skills and abilities necessary to carry out the required school responsibilities. Yet to become an asset to the school, new members of staff generally need some additional training. Most teachers and some members in other categories of school staff

have failed in performing their jobs because their need for training was not identified and provided for as an indispensable part of school management function.

In this section, a distinction is made between training and development. Training is any learning experience planned by the organisation to help an employee to acquire basic skills required for efficient performance of the functions for which he is hired. It involves such diverse activities as classroom lectures, demonstrations, on-the-job coaching, job rotation, role playing and case discussion (Peterson and Tracy, 1979). Employees need to learn about their work environment and about their specific job responsibilities. They also need to become familiar with the school policies and procedures and learn how they themselves can fit into the work group, so as to contribute their individual quota to overall productivity. Changes in teaching equipment, curriculum content, methods of teaching and evaluation procedures require learning and therefore training.

Development on the other hand, concerns the activities undertaken to expose an employee to perform additional duties and assume positions of importance in the organisational hierarchy (Nwachukwu, 1988). If the job is structured so that the incumbent can expand its scope as he gains experience, then development is occurring. Development tends to apply to learning experience designed for high level employees (e.g. headmasters and inspectors of schools) possibly of longer duration and with less structure than the usual training. Participative decision making at the level of school administrators and their assistants fall under development and not training per se.

All categories of school staff need training from time to time to improve their productivity and gain new insights in the profession. School managers need both training and development to keep abreast with current trends in school pedagogy, guidance and counselling and day-to-day supervision and management of schools. Training and development are never-ending processes. The school administrator and other educational administrators have a role to play to make training and development a priority issue within the framework of primary school management policy.

The main objectives of training are to increase the productivity of employees, reduce turnover of staff, and build up higher morale among the rank and file of school staff. Other things being equal, a well trained teacher, for instance, is capable of being more efficient and effective than the untrained teacher. A man who is trained has confidence in his ability to perform. He believes that he has control of his work environment and is equipped to tolerate occasional disappointments, frustrations and inconveniences. A trained staff derives intrinsic satisfaction from his work which promotes his morale. Educational institutions that have regular training programmes give their employees the feeling of belonging and something to look up to.

Training also helps in the co-ordination of men and materials. During the training programme, employees are taught the school expectations and objectives. Finally training reduces costs, employee absenteeism, and promotes goal congruency and productivity.

a) **Methods of Training**

The following are some of the methods of training usually adopted in the improvement of staff skills and competences.

i) **On-the-job Training:** On-the-job training is a never ending responsibility for most school administrators. It is necessary for new employees and important for all employees wherever there are substantial changes in methods, equipment and procedures. When employees change their job assignments, they need some on-the-job training. The goal of on-the-job training is to ensure that the trainee learns to do the work correctly and forms the right work attitudes and habits.

On the job training in schools should be conducted by experienced teachers and school administrators. It should be handled by those who not only know the job but also have the ability to pass along the knowledge.

ii) **Job Rotation** — This is a training device that makes it necessary to move the trainee from one department or unit to another to master what goes on in that section. The essence of this programme is to broaden his experience in different jobs. Teachers in primary schools are often moved from one class to another to give them better mastery of the teaching of various forms of students.

iii) **Role Playing** — Is a technique of training where the trainee plays a part of a certain character or acts in an event. He is taught to do a job or make decisions the way he thinks his boss could have made it. Role playing is very exciting as it challenges the imagination of employees. Role playing promotes retention, and heightens imagination and resourcefulness.

iv) **Sandwich Training Programmes** — Many Colleges of Education and Universities have mounted sandwich training programmes especially for primary school teachers who want to further their educational attainments. Such teachers often undergo training courses either for the Associate Certificate in Education (ACE) or the Nigerian Certificate in Education (NE). It is common to hear of NCE (Primary) sandwich programmes which operate either during the holidays or during weekends and holidays. Colleges of Education at Agbor, Ekiadolor, Warri and Ikere-Ekiti have mounted such NCE programmes. On the other hand, Universities of Benin, Ibadan and Port Harcourt run the ACE programmes. The advantage of these sandwich programmes is that they enable primary school teachers to up-date their teaching qualifications and skills while at the same time performing their teaching jobs in their places of permanent employment. Besides, the sandwich programme enables them to keep their jobs and earn their school

fees and maintain their families.

v) **Conferences, Seminars and Workshops**

Conferences, Seminars and Workshops constitute training grounds for school staff. Ministry of Education, Teachers Association (Mathematics Association of Nigeria and Science Teachers Association) often organised workshops and seminars either on termly or yearly basis for the systematic training/development of their teachers. Seminar papers are often presented on current trends in the various courses taught in the school. Topics as "Improvisation of teaching aids" and "Concept based techniques" have featured in some of the workshops. Conferences and workshops are effective training and development fora in that they create opportunity for teachers, educational administrators and students to identify problems facing schools and the education sector with a view to proffering feasible solution to the shared problems.

b) **Evaluation of Training and Development Programmes**

All training programmes meant for school staff are subject to continuous evaluation. The purpose of evaluation is to determine their effectiveness. A training programme is effective if it has achieved the objectives for which it was designed.

Such evaluation calls for data collection from the beneficiaries of the programmes e.g. students. Information collected by teachers and other organisers of the programmes will assist the trainers to appraise themselves in terms of method and course content.

In fact the best and most objective way of evaluating a training programme is to

- i) obtain an honest and unbiased assessment from the trainers.
- ii) determine if in fact learning occurred by administering tests — oral or written.
- iii) determine if the school has benefited by the programme through reduction in costs, better teaching skills, better students' results, reduced teacher turnover and overall increased productivity.

(4) **SUPERVISION OF STAFF**

Supervision is an essential element of every human activity in schools. Activities which have been planned, and organised are co-ordinated in such a way that school staff can carry them out in terms of set objectives. Except there is proper arrangement for **staff supervision in schools, the attainment of the goals of teaching and learning will be non-realistic.**

Supervision as used here concerns all efforts of designated school officials directed towards providing leadership to teachers and other school staff in the improvement of instruction and related activities in the school. It involves the stimulation of instruction of the professional growth and development of staff (Good, 1959). It is the process of bringing about improvement in the teaching and other personnel functions in the school by working

with individuals who are directly involved in the performance of tasks.

Historically the concept and functions of supervision have changed. In the past supervision was used interchangeably with inspection. At the time, supervisory activities were authoritarian and prescriptive. It was not until the past three decades that supervision began to be seen as a co-operative venture between the supervisor and the staff supervised. Traditional supervision in schools was characterised by random and haphazard visits by an expert (inspector) from outside the school, perhaps from the Ministry of Education. Such supervision was externally imposed and teacher centred.

Unlike the traditional system, modern supervision is the relationship between a super teacher or a superior school official and an inexperienced teacher or non-teaching staff with the purpose of directing the subordinate school staff towards better teaching, and/or the execution of teaching-related school activities. Today inspection is used mainly to denote the overall assessment of a school to ensure that the rules and regulations as laid down in the educational law or Ministry of Education circulars are obeyed. Thus inspection is a device for quality control (NPE, 1981). While it is common to talk of school inspection, we refer to supervision of staff and even of instruction. Thus supervision is a more intimate, dynamic and clinical concept. It should be noted however that there is nothing specifically rigid about the distinction made between supervision and inspection. They only designated different roles. A school administrator or professional Education Manager can play the role of either supervisor or inspector at one time or the other. Our focus here is on the role of school headteachers, senior teachers and other superior school officers as they supervise junior teachers and other categories of junior school staff. The purpose of staff supervision to ensure quality control through continuous supervision of teaching, and other teaching support activities of school personnel.

Modern supervision is better planned, and it is co-operative and involves several people and has many functions. It is concerned with ensuring that the objectives of teaching, students welfare, professional development of staff are achieved.

a) **Role of Supervisors**

School administrators and other designated senior officers in the school are expected to play the following supervisory roles to enhance the personnel functions in schools.

- i) Visit the classrooms regularly to observe teachers.
- ii) Teach demonstration lessons.
- iii) Help teachers to develop teaching aids.
- iv) Encourage teachers to administer tests and process test scores on a continuous assessment basis.
- v) Help teachers to select suitable textbooks for students.
- vi) Organise induction courses for newly employed staff and en-

- courage staff to participate in seminars, workshops and conferences that are relevant to their disciplines.
- vii) Encourage non-professionally qualified teachers to go back to school to undergo professional course.
 - viii) Assist teachers in the process of monitoring the progress of students.
 - ix) Guide teachers and other staff in developing the attitudes that are conducive to realising of pupils potential for growth.
 - x) Help teachers with classroom organisation and management.
 - xi) Oversee teachers evaluation of pupils activities.
 - xii) Evaluate teachers' efforts and relate with them.
 - xiii) Hold meetings and conferences with staff to exchange views with them and discuss ways of improving instructional and non-teaching activities in the school.
 - xiv) Encourage staff and students to generate fund internally from the school and use such to support school projects. (Nwaeze, 1985).

b) **Problems Facing Staff Supervision**

The following are some of the problems facing staff supervision in Nigerian schools.

- i) School populations have increased tremendously in the face of relatively few qualified professionally trained school administrators. Increased student enrolment means that instructional supervision has become more complex.
- ii) Some of the teachers do not still appreciate the role of supervisors in schools. Some of them often fail to do their work and therefore see supervisors as a threat.
- iii) Many school heads who now supervise their teachers, are not professionally trained. They should undertake appropriate training to equip them with the tools of supervision.
- iv) There is a general lack of appreciation of the implication of staff supervision. Seminars and workshops should be organised to enlighten teachers and students on the role of modern supervision in staff and school improvement.

c) **Steps to improve Supervision**

Supervision can be a useful tool for instructional improvement and staff growth and development if the following steps are taken in Nigeria.

- i) Effort should be made by government and other educational agencies to step up the professionalisation of teaching in Nigeria. There are many people who still use teaching as a stop-gap. Teaching should be done by those with the training and the will to teach pupils.
- ii) Inspectors from the Ministry of Education should limit their roles to overall inspection of school to see that they meet general standards. But day-to-day supervision of teachers and non-teaching staff should be done by headmasters, senior teachers and superior non-teaching school officers.

- iii) The discipline of teachers and other staff should first of all be the responsibility of school administrators and senior teachers. It is only where a staff becomes unruly that the headteacher can report to the superior officers in the Teaching Board.
- iv) School administrators should try to delegate authorities with regard to supervision of teachers' competencies in teaching, class management, recording of class attendance by pupils, participation in sports and other extra-curricular activities.
- v) The appointment of school headteachers should be such that only those who possess the professional training, maturity, experience, character, temperament and interest in supervision are given the opportunity to head schools. If the right persons are appointed, motivated and given necessary encouragements and gadgets to operate, the role of supervision will be properly carried out and in no time the quality of primary education staff and teaching will improve.

STAFF PERFORMANCE EVALUATION

The evaluation of primary school staff with regard to the jobs to which they are assigned, is a crucial quality control phase within the personnel function of schools. Staff performance evaluation is a judgemental process which aims at appraising the performance of any school staff. (Barick and Baxter, 1986). This important personnel appraisal process systematically describes the job relevant strengths and weaknesses of school employees.

A historical account of staff performance evaluation in Nigerian schools and related work organisations reveals that prior to 1974, all school staff members were evaluated using the Confidential Reporting System of performance evaluation. An important feature of Confidential Reporting System (CRS) is that the contents of the evaluation form is never formally disclosed to the staff appraised. On this feature, hinge major weaknesses and strengths. On a positive note, however, the CRS inspires objectivity especially where the rater is firm, fair and competent in the art of performance rating. The disadvantage, however, lies in the fact that it permits employee victimization and it does not allow evaluation feedback which offers suggestions for improvement on past performance.

The hallmarks of the CRS, notwithstanding, it was clear from the flurry of complaints from appraisees at the beginning of the 1970's that the CRS did more harm than good to the generality of public sector employees including school staff. After careful consideration of the complaints by public sector employees, the Federal Government of Nigeria (FGN, 1974) decided to change from the CRS to Open Reporting System (ORS) of performance evaluation. Since 1974 when the Government approved the ORS of evaluation, all public sector organizations including primary

schools have adopted the open system form of reporting. School staff in Bendel State and other parts of Nigeria now have the right to see what performance rating was given to them by their superior officers. It is therefore the feedback which this system of evaluation provides to those appraised, that makes it an open report. Despite the fact that government has approved the ORS for all public sector organizations, not every establishment operates an entirely open report. Even some schools operate evaluation forms that are partly open and partly confidential. In this case the headteacher would only be prepared to show the appraisee part of the ratings given, the rest he will keep confidential and not allow any other person except the management staff to know about it. Perhaps the worst enemy to the ORS is the corrupt public officer, who out of insincerity would stop at nothing in giving other subordinate staff a less than desirable rating. It is therefore the human perspective of the evaluation rating that makes evaluation results either objective or shady. In a recent study conducted by Yalokwu (1989) in Bendel State, he found that the system of operating the ORS in schools has created more problems than it has been able to solve over the years. Later, we will examine those problems facing personnel evaluation practices and suggest ways and means of improving on staff evaluation instruments as well as its administration.

(a) **Purpose of Staff Performance Evaluation:**

Staff performance evaluation is adopted in primary schools because of its benefits both to the school management and the staff appraised.

For the employer, staff performance evaluation helps the employer to make decisions affecting staff e.g. transfer, promotion, and so on. It provides criteria for personnel search and it helps to predict future work potential of the employees. It creates impetus for staff training and development.

For the staff, it provides recognition for their strengths and weaknesses and it enables them to appreciate their abilities, their potential for the future and their training needs. It also provides them avenues to recognize their personal accomplishments vis-à-vis their colleagues.

(b) **Methods of Evaluating Standards of Performance:**

A wide range of techniques are often used to evaluate performance standards of staff in various educational institutions. Each method has its advantages and disadvantages as well as situations where it can best be utilised. Although some institutions tend to use some methods more than others, no single method can satisfy an organisational need at all times. It is up to the management of the school system concerned to decide on the type of evaluation that appears most appropriate to the situation in which its staff find themselves.

Generally the methods of evaluation usually adopted by schools, colleges, universities, ministries

of education and so on) include Graphic rating scale, critical incident method, essay appraisal, forced-choice rating technique, behaviourally anchored rating scales, ranking method, field review and work standard approach.

Of these various approaches, the ones that have been adopted for appraising primary school staff in Bendel State and some other states of Nigeria are graphic rating scale, critical incident method and essay approach. These three have been explained below.

(i) **GRAPHIC RATING SCALE:**

The graphic rating scale assesses a person on the quality and quantity of his work. Usually an instrument for rating the standard of performance of each worker is designed by management in such a way that the actual rate of performance on each item of work is determined. A graphic rating scale can take the form of:

Fig. 2: Graphic Rating Scale:

ITEMS	RATING SCALE				
	(1)	(2)	(3)	(4)	(5)
	V.Poor	Poor	Satisfactory	Good	V.Good
a. Punctuality					
b. Reliability under pressure					
c. Numerical Ability					

A look at the above Rating Scale reveals that Very Good which has 5 points represents the highest mark that can be scored for outstanding performance while Very Poor (1 point) represents the least mark that can be scored for unsatisfactory performance. The Graphic Rating Scale is useful for assessing a variety of personnel traits that influence personnel performance on the job.

(ii) **CRITICAL INCIDENT METHOD:**

The Critical incident method (CIM) has generated a great deal of interest in recent years. According to Flanagan (1954) the critical requirements of a job are those behaviours that make a crucial difference between doing a job effectively and doing it ineffectively. Critical incidents are reports by knowledgeable observers of things employees did that were especially effective or ineffective in accomplishing parts of their jobs.

(iii) **ESSAY APPRAISAL:**

In its simplest form, this evaluation technique asks raters to write essay, say a page/paragraph covering individual strengths, weaknesses, potential and the like. Essay System of evaluation

however has its drawback, of variability in length and content, since different essays touch different aspects of man's performance and qualification. Essay ratings from different raters are usually combined or compared before adoption of the final rating.

(c) **Problems facing performance evaluation in schools:**

Emperical studies conducted by Yalokwu (1989) and an earlier work done by Ikuenobe (1980) reveal some staff evaluation problems common in schools and related organizations in Bendel State and some parts of Nigeria. The problem include amongst others, the following:

(i) **Rater Errors** — Sociometric errors such as leniency, central tendency and halo effect constitute a major problem hindering the smooth operation of staff evaluation. Lenient headmasters are known to be easy with teachers who do not perform their work well. Such headmasters often feel that if they rate their staff poorly it will reflect on their persons. Central tendency errors are often committed by headmasters who assign ratings that are neither very bad nor very good. They cluster ratings about the centre of the scale. Halo error is committed when a rater assigns ratings on the basis of global (good or bad) impression of the staff rated.

(ii) **Inadequate utilisation of evaluation results for personnel decisions:**

The general complaints from a cross-section of school teachers is that not all of them who have good ratings enjoy appropriate promotion, advancement or training leave. The complaint goes further that some of the staff who often enjoy promotions do not belong to the group of staff that labour conscientiously and productively. This has raised doubts that some criteria other than high performance are used to evaluate staff.

(iii) **Inadequate feedback:** Majority of the teachers deposed that their headmasters were not giving them feedback on their evaluation outcomes. The importance of post-evaluation interviews coupled with proper counselling of the appraisee cannot be overstressed. Post-evaluation interviews and counselling should not be denied the teachers for as Landy and Trumbo (1980) asserted, "infrequent and ineffective use of evaluation interviews make outcomes of most appraisal systems less than desirable".

(iv) **Ratings are trait-oriented:** Some of the ratings by headteachers are trait-oriented and not strictly based on amount and quality of work done. Emphasis is often given to personal traits of teachers (e.g. their physical built, honesty, diligence and loyalty) at the expense of actual performance.

(v) **Lack of proper understanding of the overall purposes of staff evaluation:**

A considerable proportion of practising teachers and principals do not know the overall objectives of periodic evaluation of teachers. There is a common belief that evaluation is only a tool for effecting promotion. Consequently, most headmasters do not

make regular supervision of teachers' work seriously until the time for completion of evaluation form draws near.

(vi) **Low frequency of Teacher Performance Evaluation:** It was observed that headteachers hardly evaluate teacher's performance and keep records on a frequent basis e.g. day-to-day or week-by-week. Instead, they take the appraisal of teachers as a once-in-a-year event. This is sad and very discouraging to many teachers. It is perhaps due to the poor result which this infrequent evaluation yields that teachers interviewed regarded the once-in-a-year evaluation as an "annual ritual full of surprises".

(vi) **Staff Evaluation is dominated by Headmasters:** The ratings of teachers performance is done by headmasters (or those delegated by them e.g. Assistant Headmasters). Teachers are not allowed to participate in rating of other teachers neither are they allowed to participate in staff evaluation policy making. It is perhaps due to the narrow scope of teacher appraisers that some teachers look down on the evaluation outcomes. For the larger the scope of the participants the more objective the evaluation tends to be.

(d) **Suggestions For Improvement**

The status of staff evaluation of primary schools has been examined within the overall framework of ORS of evaluation adopted in public sector establishments in Nigeria. The problems facing evaluation practices in schools have also been identified. Since staff evaluation has not justified its position as an instrument that can be used to foster staff effectiveness, it is only proper to suggest some steps that could be taken to overcome the highlighted problems. Below are the suggestions for improvement.

First, to minimise rater errors (as halo effect, central tendency and leniency in rating), increase the awareness of the overall purpose of performance evaluation and improve post-appraisal feedback to teachers, special workshops and seminars should be organized for headmasters and teachers at least once in a year. Such an educational forum will enlighten both the headteachers and the teachers about current trends in teacher evaluation and the need for both parties to contribute meaningfully to making an instrument for promoting school organisational success and teacher productivity and development.

Second, to overcome the inaccurate and unpopular evaluation outcome which often follows a once-in-a-year performance rating, headmasters should supervise their staff regularly and keep accurate records of critical incidents concerning teachers' daily performance.

Third, to make evaluation results more comprehensive, objective and fair to all concerned, it is suggested that the scope of teacher performance appraisers be broadened to include students and fellow teachers. According to O'Kelley (1974) the criteria used by teachers and students to evaluate teacher effectiveness are similar and the criteria that students use at the beginning of the

semester to evaluate teacher effectiveness do not differ significantly from the ones used at the end of the semester or term. Since the integrity of some raters is now open to question, appropriate weighting should be given to evaluation reports from headmasters and fellow teachers.

Fourth, to ensure that teachers take their appraisals very seriously, those given the opportunity to rate teachers' performance should be honest about the reports they make; in fact the reports should be such as can be easily defended during post-evaluation interview.

Fifth, the results of evaluation should be used by supervising authorities in the Ministry of Education to ensure that only teachers who qualify for promotion, or in-service training or salary adjustment or advancement by virtue of the high scores they made in the evaluation report are given the opportunity to enjoy it. On the other hand, those who performed badly and therefore had low scores should by the same token be negatively reinforced e.g. through with-drawal of annual increment or reassignment to a less demanding and less-consequential job.

Sixth, to prevent a situation where the school administrator does not tie the teacher's behaviour to actual results achieved every principal should tie what teachers achieved (results) with how it is achieved (behaviour). Hence teacher traits (e.g. good physical built, vigilance, honesty) should not be invoked by headteachers as high-score factors, except they are tied to high performance on the part of the teacher concerned.

Finally, to give teachers and principals a feeling of belonging, the Ministry of Education and the Teaching Service Board should incorporate school employees into the forum for teacher performance evaluation policy formulation and periodic reviews. It is through this strategy that relevant evaluation data from the immediate local environment of the appraisees can be generated and utilised for control purposes.

CONCLUSION:

Staff management at the primary school level is an important and complex task which top management and appropriate government authorities cannot afford to neglect. Staff personnel policies such as recruitment, selection, training and development, supervision and performance evaluation touch virtually all aspects of management. If any of these personnel processes are faulty, the whole school set up will be affected sooner or later. Efficient planning and effective administration of staff, are therefore cardinal to the success of anticipated services which education has to render through the schools.

Staff management is a major function of school administration and this function can be successfully performed if management creates the necessary climate for school administrators, teachers and non-academic staff members to operate as a team in order to

achieve the objectives of promoting teaching and learning. Staff personnel function can be easily performed with the help of a personnel classification plan, that is, a scheme showing number of staff needed, areas of specialisation and required experience, if any. It is essential to note that the problem of staffing should be closely tied to a predetermined and planned staff recruitment and selection. Therefore the effectiveness of administration in performing its function and stimulating responsibilities depends on how successful the management has been in defining the duties and rights of all categories of staff be it junior or senior. It should be borne in mind that developing appropriate training and development programmes as well as making provision for continuous supervision and objective evaluation of staff performance enhances administrative effectiveness and overall quality of staff services.

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