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WORKERS' PERFORMANCE AND LOCAL GOVERNMENT DEVELOPMENT: THE CASE OF CHIKUN LOCAL GOVERNMENT AREA OF KADUNA STATE

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Abstract
The pride of any government is the attainment of higher value level of development in such a way that its citizens would derive natural attachment to governance. The main thrust of this study was to assess workers' performance on the development of Chikun Local Government Area of Kaduna State, 1999-2015. Data for the study were generated through questionnaire, participant observation, published and unpublished materials. The study therefore finds among other things that, though workers in the local government had job schedules, their performance was not satisfactory as they were not regularly trained and salaries paid to them was inadequate. Thus, they developed a poor attitude to work. Consequently, it is recommended that the Chikun local government council should improve on the salary of its workers so as to encourage/motivate them to greater commitment and performance. Also, training and capacity building or development of staff should be made a priority by the management of the local government.

Keywords: Two-Factor Theory, Job Schedule, Political Interference, Poor Attitude.

Introduction

The pride of any government is the attainment of higher value level of development in such a way that its citizens would derive natural attachment to governance. However, for a nation to be in a phase of development there must be some pre-requisites, which include socio-political and economic stability. The problem of urban population, rural stagnation, unemployment and growing inequalities continue to face less developed countries, which Nigeria belongs. Nigeria has not been able to engender meaningful

development in spite of her huge human and other resources endowment in the country. This has greatly affected her quest to improved quality of life of her citizens. Poverty, unemployment and starvation still pervade the nook and cranny of the country. Development is essential and critical to growth and sustenance of any country. In order to successfully enhance and ensure meaningful development, the Nigerian government established third tiers of government, which Chikun Local Government is an example, in other to bring government closer to the people. Also, Chikun Local Government employed workers to effectively drive home its policies of bringing development closer to the people.

Since a large percentage of the population is mostly found at the grassroot level, the development of rural areas cannot be undermined. Thus, development of rural areas impacts positively on per capita income and food production. Development of the grassroot has been the concern of every responsible and responsive government. Yusuf (1999) further stated that rural development is the outcome of a series of quantitative and qualitative changes occurring among a given rural population and whose converging effects indicate, in time, a rise in the standard of living and favourable changes in the way of life of the people concerned.

Statement of the Problem

Nigeria is a country with a federal system of government where there is constitutional division of powers among the levels of government that is, the central, state and local governments. Local government is the third tier of government in the country. It is often referred to as the government at the grassroots level. Development would not be meaningful if it does not affect the rural dwellers. It is as a result of this that local government was created to ensure effective and efficient service delivery to the people at the grassroots level.

The creation of the local government in many countries stems from the need to facilitate development at the grassroots. The Chikun Local Government Area was established in May, 1989 with the purpose to perform such constitutional functions like: the provision and maintenance of primary, adult and vocational education; the development of agriculture and natural resources, other than exploitation of minerals; the provision and maintenance of health services, and so on. According to Ezeani (2006) it is highly debatable if local governments in Nigeria have been able to effectively meet these and other lofty goals of their creation. The current Governor of Kaduna state opined that the state and its local governments existed only to pay salaries and nothing was done to develop education, healthcare, agriculture, road and so on, at the state and grass root level (El-Rufai, 2015). Many scholars like Maslow and so on, believed that salary has the power to stir up workers to greater performance. Thus, since the Chikun local government is able to pay monthly salary of her workers regularly; this study wants to find out the result of that on the attitude and performance of the staff in the local government.

Other questions begging for answers entail:

i. Does the Chikun Local Government have job schedule for its workers?

ii. Are workers not well motivated to achieve the constitutional roles of Chikun Local Government Area?
iii. Does political interference hampers workers performance in Chikun Local Government Area?
iv. Are workers in Chikun Local Government well trained to achieve the Local Government's objectives?

Objectives of the Research

The central objective of this study is to assess workers' performance on the development of Chikun Local Government Area of Kaduna State. However, the specific objectives of this study are to:

i. Determine whether workers have job schedule in Chikun Local Government Area.
ii. Find out if workers are not well motivated to achieve the set objectives of Chikun Local Government Area.
iii. Examine whether political interference hampers workers performance in Chikun Local Government Area.
iv. Examine whether workers in Chikun Local Government Area are well trained to bring expected development in the area.

Hypothesis

In order to achieve the objectives stated above, the following hypothesis has been formulated:

H_0: There , is no significant relationship between workers performance and development in Chikun Local Government Area.

Literature Review and Theoretical Framework

Concept of Employee's Performance

Employee performance refers to task accomplished by individual employee (Nelson & Quick, 2000). It is how well a worker accomplishes a given task in an organization (Obadan & Uga, 2000; Hose, 2011) as measure against honest, quality, transparent, fair and adequate standards of satisfaction. It is the total effect of workers output as defined by traits, training, staff development, role perception, abilities and other conditions of service (Porter & Lawler. 1968; Kirkpatrick, 2006).

According to Campbell (1990) and Campbell et al (1993), employee performance can best be described *as individual level variable*. Meaning, worker performance is something an individual employee does. This suggests that job performance is a behavioural variable best explained within the ambit of the individual worker. It implies that employee's performance is different from, though related to organizational and national performance. Employee performance according to Campbell (1990) differs from outcome, because outcome is the net product of workers performance, which is condition by many factors. Campbell provided a more behavioural dimension to the definition of

employee performance. Campbell argued that employee performance revolves around the individual worker and influenced by few factors.

The variations in performance standards in either public or private organizations makes the definition of employees' performance a multi-dimensional construct consisting of more than a single behavioural variable. Consequently, Campbell (1990) proposed an eight-factor model that explicitly defines employee's performance from different analytical standpoint. These comprise: Job specific proficiency; non-job-specific proficiency; written and oral communication; demonstrating effort; maintaining personal discipline; facilitating peer and team performance; supervision/leadership; and management/administration. To this regard, employee performance could be specific or non-specific task accomplished by a worker. It could be employee's effort in an extra-ordinary circumstance. It includes personal discipline of an employee or an employee's good standing with the ethics or laws of the organization. It is employee's degree of help to colleagues in a highly dependent job. It includes employee's ability to carry out the task of supervising and leadership by melting out adequate and accurate rewards and punishments. It involves how well an employee is able to accomplish or follow organizational goal and respond effectively to external and internal environmental factors without derailing from his/her task.

The Concept of Development

The concept of development has been used in many senses; including political, economic, social, cultural, administrative and technological. As used in several applications, it always implies a favourable change; a step from the simple to the complex, from the inferior to the superior; from worse to better. The word indicates that one (country) is doing well because it is advancing towards a desirable state (Esteva, 1998). Accepting this premise, Lenin (1967) submits that development is a process of change that is progressive; ascension from a lower to a higher stage.

Rodney (1972) argues that "development starts with individual before the society at large. For development to occur, individual mind must be developed. In a nutshell, you develop the mind of the people, and then they will develop the society at large". Developing the mind here entails re-orientation and re-organization of a common man and creating awareness while at societal level, development is more than transformation in mode of production, and it entails absolute control of nation's economy. Absolute economy here includes socio-political as well as socio-cultural control. Rodney added that, development is also the progressive ability of man to fashion out tools with which to conquer his environment and use it to his advantage.

Dennis Goulet quoted by Thirlwal (2002) posited that, development means obtaining the good life, and has identified three (3) elements of good life, termed "core values" for clear understanding of development – life sustenance; self esteem; and freedom. These represent common goals sought by all individuals and societies. Life sustenance is concerned with the ability to provide basic needs such as housing, clothing, and food, health care and minimum education. A major objective of development, therefore, must be to raise individuals and society as a whole out of primary poverty and to provide basic needs. Absence of basic needs is equated to underdevelopment; and

therefore, a society is developed if the basic needs are adequate in supply. Dudley Seer in his conception, related development to eradication of poverty, unemployment and inequality in a society among other variables when he asserted that;

> The questions to ask about country's development are therefore; what has been happening to poverty? What has been happening to unemployment? What has been happening to inequality? If all the three of these have declined from high levels, then, beyond doubt, this has been a period of development for the country concerned. If one or two of these central problems have been growing worse, especially if the entire three have, it would be strange to call the result "Development" even if per capita income doubled. (Seer, 1969:3).

Seers, (1973) added self-reliance, which in this context implies reducing dependence on importing basic necessities such as food and capital equipment. Because of the complexity in Seers definition above, he summarized development as "realization of the potentiality of human personality". This entails the ability to provide enough basic necessities such as food, shelter, cloth and employment. He further argues that equality and self-reliance are important to development. He concluded that for development to occur there must be reduction in poverty, inequality and unemployment.

Concept of Local Government

The concept of local government involves a philosophical commitment to democratic participation in the governing process at the grass-root level. This implies legal and administrative decentralisation of authority, power and personnel by high level of government to a community with a will of its own, performing specific functions as within the wider national framework. A local government is governance at the grass-root level of administration meant for meeting peculiar; grass-roots need of the people (Agagu, 1997:18). Local government can also be defined as that tier of government closest to the people, 'which is vested with certain powers to exercise control over the affairs of people in its domain" (Lawal, 2000:60). From the definitions above, local government is expected to play the role of promoting democratic ideas of a society and co-ordinating development programmes at the local level. It is also expected to serve as the basis for socio-economic development in the locality.

Local government councils were constituted to perform certain functions which are stipulated in 1999 constitution of the Federal Republic of Nigeria. Subsection 1 of section 7 of the constitution guarantees, "the system of local government by democratically elected local government councils." Section 2 of the fourth schedule also provides that the functions of a local government council shall include among other things, the construction and maintenance of roads, streets, street lighting, drains and other public high ways, and other public facilities are expenditures that require substantial outlays. Similarly, the provision and maintenance of primary, adult and vocational education; development of agriculture and natural resources; and provision and maintenance of health services, among other requirements, entail substantial spending. Hence, the primary function of local government is grassroot development.

The Component of the Two-Factor Theory

The propounder of the two-factor theory is Frederick Herzberg (1968). Frederick Herzberg, building on Abraham Maslow's need approach divided human needs into two groups. In one group are such things as organisation policy and administration, supervision, working conditions, interpersonal relation, salary, status, job security and personal life. These were found by Herzberg to be only dissatisfies and not motivator. In other words, if they exist in a work environment in high quantity and quality, they yield no dissatisfaction. Their existence does not motivate in the sense of yielding satisfaction, their lack of existence would, however, result in dissatisfaction. Herzberg called them maintenance, hygiene or job context factors.

In the second group, Herzberg listed certain factors which he considered to be satisfiers or motivators and all related to job content. They include achievement, recognition, challenging work, advancement and growth in the job. Their existence will yield feelings of satisfaction and not dissatisfaction.

Herzberg stated that hygiene or maintenance factors (dissatisfiers) will not motivate people in an organisation, yet they must be present, or dissatisfaction will arise. The second group or the job content factors, Herzberg found to be the real motivators because they have the potential of yielding a sense of satisfaction. These factors determine how an employee feels about his job, whereas hygiene factors only determine how a worker feels about his company or organisation in general.

The relevance of the two-factor theory to this study is that individual worker in Chikun local government area has needs that if properly tackled will stimulates him/her to high performance. According to Herzberg, these needs are grouped into two, namely – the Hygiene factors which consist of organisation policy and administration, supervision, working conditions, interpersonal relations, salary, status, job security and personal life; and motivators or job content factors which are achievement, recognition, challenging work advancement and growth in the job.

The researcher is of the opinion that the performance of the staff of Chikun Local Government Area will improve if the elements that determine how an employee feels about his job (motivators) are made available to them. The staff performance will improve if their jobs is interesting and challenging, if the possibilities of growth exist in it, if they can be able to obtain a sense of achievement, if they have the responsibility and authority to use at their discretion, and they are able to advance in the profession and receive recognition for the tasks they performed – rather than just an increase in the hygiene factors. Although, the hygiene factors (e.g. salary), must be adequate in order to attract workers to the organisation but it must not necessarily be increased to improve performance, instead the government should improve on the motivators to facilitate high performance in Chikun Local Government Area of Kaduna State.

Research Methodology

For the purpose of this study, the researcher adopts the survey and documentary research method. The researchers used participant observation, questionnaire, journals, and other published and unpublished materials.

The population size of the research work covered the entire population of staff of Chikun local Government area in Kaduna state. Chikun local government council has a population of 1,275 staff as at May 31, 2015 (Comprehensive Staff List of Chikun LGA, 2015).

In selecting the sampling size for this study, the Robert V. Krejcie and Daryle W. Morgan (1960) Table for Determining Sample Size from a Given Population was employed. Based on the table, the sample size for this study is Two hundred and ninety seven (297). Out the 297 copies of questionnaires administered, 278 (i.e. 93%) were completed and returned. Questionnaires were therefore administered using random sampling technique to 297 staff of Chikun local government council to ascertain their views of the subject of study.

Data for this study are analyzed qualitatively and quantitatively with more emphasis on the quantitative method using the highest mean score statistical tool to test the hypothesis, using the decision rule which stipulates that for any value less than 60%, the null hypothesis must be accepted and vice-versa.

Data Presentation and Analysis

This section contains the presentation and analysis of the research findings. The questionnaires administered were structured according to the hypothesis formulated in order to assess the effect of workers' performance on the development of Chikun local government area of Kaduna State.

Table 1 Bio-data of Staff

S/N	Options	Frequency	Percentage (%)
1.	**Sex**		
	Male	159	57
	Female	119	43
Total		**278**	**100**
	Number of Years in Service		
	1-5 years	16	6
	6-10 years	89	32
	10-15 years	102	37
	More than 15 years	71	25
Total		**278**	**100**
3.	**Educational Background**		
	Primary School Certificate	5	2
	WASC/GCE/SSCE (O'Level)	13	5
	OND/NCE	141	51
	HND/Degree	108	38
	Postgraduate Education	11	4
Total		**278**	**100**

Source: Researcher's Field Survey, 2015

Table 1 above reveals that, 57% of the respondents were males while 43% were females. This implies female gender inclusion in the implementation of the local government's objectives. Apart from gender, the number of years in service shows that 6%, 32%, 37%,

and 25% of the respondents had 1-5 years, 6-10 years, 10-15 years, and more that 15 years work experience respectively. It is also obvious from the table that most staff of the local government council had up to 10-15 years work experience which implies their vast knowledge on the study area.

The table also shows that, about 2%, 5%, 51%, 38%, and 4% of the respondents held primary school certificate, S.S.C.E, Diploma/NCE, Degree/HND and Postgraduate Education respectively. These manifestly show that most of the respondents were adequately literate.

Adequate Salary and Workers' Performance

Under this variable, the respondents were whether salaries paid to them were commensurate to improve their performance.

Table 2

Options	Frequency	Percentage (%)
Yes	44	16
No	234	84
Total	**278**	**100**

Source: Researcher's Field Survey, 2015

Table 2 above shows that, 44 (16%) of the respondents agreed that salaries paid to them were commensurate to improve their performance while 234 (84%) had a contrary opinion. This was observed to have contributed to workers' poor attitude to work in the local government area.

Workers Performance and Development

The respondents were asked under this variable whether workers' performance has led to development in Chikun local government area.

Table 3

Options	Frequency	Percentage (%)
Yes	211	75
No	67	25
Total	**278**	**100**

Source: Researcher's Field Survey, 2015

The analysis above depicts that, 211 (75%) of the respondents opined that workers' performance has led to development in Chikun local government area while 67 (25%) had a contrary opinion.

Workers and Job schedules

Under this variable, the respondents were asked whether workers in Chikun local government area had job schedules.

Table 4

Options	Frequency	Percentage (%)
Yes	278	100
No	0	0
Total	**278**	**100**

Source: Researcher's Field Survey, 2015

Table 4 above reveals that the entire 278 (100%) respondents agreed that workers in Chikun local government council had job schedules. However, it was observed that despite the work schedules, workers were not committed to work.

Training and Workers' Performance

Under this variable, the respondents were asked whether workers in Chikun local government area were regularly trained in order to improve their performance.

Table 5

Options	Frequency	Percentage (%)
Yes	113	41
No	165	59
Total	**278**	**100**

Source: Researcher's Field Survey, 2015

The analysis above depicts that, 113 (41%) of the respondents opined that workers in Chikun local government area were regularly trained while 165 (59%) believed that staff of the local government were not regularly trained in order to improve their performance. This was observed also to have negatively affected workers' attitude to work in the local government area.

Political Interference in the Activities of Workers

Under this variable, respondents were asked whether politicians interfered in the activities of workers in Chikun local government area.

Table 6

Options	Frequency	Percentage (%)
Yes	177	63
No	101	37
Total	**278**	**100**

Source: Researcher's Field Survey, 2015

As depicted in Table 6 above, 177 (63%) of the respondents agreed that politicians interfered in the activities of workers in Chikun local government area while 101 (37%) disagreed.

Political Interference and the Performance of Staff

Under this variable, the respondents were asked whether political interference negatively affected performance of staff in Chikun local government area.

Table 7

Options	Frequency	Percentage (%)
Yes	211	76
No	67	24
Total	**278**	**100**

Source: Researcher's Field Survey, 2015

As seen in Table 7 above, 177 (63%) of the respondents agreed that political interference negatively affected the performance of workers in Chikun local government area while 101 (37%) had a contrary opinion.

Table 8 Average Mean Score (Test for Hypothesis)

Variable	The Average Mean Score
1	(84%) of the respondents opined that salaries paid to them were not commensurate to improve their performance in Chikun LGA.
2	(75%) of the respondents were of the view that worker's performance has led to development in Chikun LGA.
3	(100%) of the respondents agreed that workers in Chikun local government council had job schedules.
5	(59%) of the respondents opined that workers in Chikun local government were not regularly trained in order to improve their performance.
6	(63%) of the respondents were of the view that politicians interfered in the activities of workers in Chikun local government area.
7	(76%) of the respondents agreed that political interference negatively affected the performance of workers in Chikun local government.
N=7	$\sum fp = 457$

Source: Researcher's Field Survey, 2015

The highest mean score

$$\bar{x} = \frac{\sum fp}{N}$$

$\bar{x} = Mean\ score$

Where, $\sum fp = sum\ of\ frequency\ percentage$

$N = Number\ of\ variables$

Thus

$$\bar{x} = \frac{84+75+100+59+63+76}{7}$$

$$= \frac{457}{7}$$

$$= 65.28\%$$

$$= 65\%$$

Decision

Based on the decision rule which stipulated that for any value less than 60%, the null hypothesis must be accepted and vice-versa, the judgment of the average mean score of the result of 65% of all the variables responded by the respondents, restating the null hypothesis which states that "there is no significant relationship between workers performance and development in Chikun Local Government Area of Kaduna State" is therefore rejected as it has been proved beyond reasonable doubt by the seven (7) variables. This shows that there is a significant relationship between workers performance and development in Chikun Local Government Area of Kaduna State.

Summary of Findings

Based on the data collected, presented and analyzed, the following are the major findings of the study:

- It was revealed that workers in Chikun local government area were not satisfied with their current salary status and as such their performance fall below expectation. This was observed to have contributed to workers' poor attitude to work in the local government area.
- The study also revealed that workers in Chikun Local Government Area have job schedules which stipulate their day to day duties, roles and functions in the local government council. This implies that every worker at every point in time knows his/her duties or schedule of work. However, workers have not been committed to the job schedules as they were not adequately motivated.
- The study found that workers in Chikun Local Government Area were not regularly trained in order to improve their performance. Even though training and capacity building of workers are vital to organisation growth and development, it is observed to be inadequate in Chikun local government council leading to workers' poor attitude to work.
- This study discovered that political interference hampers workers performance and consequently development in Chikun Local Government Area. This is obvious in

the local government's use of external Consultants in executing local government projects rather than using professional staff of the local government probably for selfish gains thereby leading to poor execution of projects. Also, politicians were sometimes seen performing job schedules meant for staff thereby frustrating their effort. God-fatherism and favouritism were seen in process of recruitment and even promotion.

Conclusion

This study concludes that workers performance and development in Chikun Local Government Area has not been satisfactory. The status quo has remained because even though staff of the local government have job schedules which stipulates their daily work assignments, they were not regularly trained. More so, monthly salary paid to workers was inadequate and not commensurate to the work they do, hence, workers developed poor attitude to work. All these factors hamper workers performance and development in Chikun local government area. Thus, it has become imperative for the local government administration to first consider the employees' needs thereby providing a conducive environment where productivity and development can thrive.

Recommendation

Based on the data analyzed and the findings of this study, the following recommendations are put forward to improve the performance of workers in Chikun Local Government of Kaduna State:

- It is recommended that the Chikun local government council should improve on the salary of workers so as to encourage/motivate them to greater commitment and performance.
- Training and capacity building or development of staff should be made a priority by the management of Chikun Local Government Council. This is because it is key to the performance of staff and development of the local government. Staff of the Local Government should be given opportunity to develop themselves through in-service training, workshops/seminars, local and international trainings, etc.
- To ensure workers' commitment to the work schedules, the management of the local government council should monitor and enforce its strict compliance through the Staff Officer of the local government.
- Most times, political interference is based on the perception that workers were not measuring up to expectation. Thus, staff of the local government should be encouraged to display a sense of commitment to their work so as to proof to the political class that they are capable of doing their job.

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