

# Civil Servants Survey Report

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VOICES FROM THE SERVICE

June 2011

*Official version*



**Produced by**

The Office of the Head of the Civil Service of the Federation

The Office of the Senior Special Assistant to the President on Millennium Development Goals

**Fieldwork undertaken** September to December 2010

**Interim report produced** February 2011

**Draft final report produced** April 2011

**Final report** produced June 2011

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## Appreciation

The Survey Team expresses appreciation to the numerous individuals who assisted us in the implementation of the Civil Servants Survey.

To Prof. Oladapo A. Afolabi, the current Head of Service, for transforming the survey results into a usable form. Mr. Stephen Oronsaye, the immediate past Head of the Civil Service of the Federation, under whom the survey was conceptualised and commenced. Hajiya Amina Az-Zubair, the Senior Special Assistant to the President on Millennium Development Goals, who contributed immensely to the success of the survey and whose office funded the initiative. To Dr. Ibrahim J. Daudu, the Permanent Secretary of State House, for his continuing support to the process. To Nkechi Ejele, the Permanent Secretary (Manpower Development Office) of the Office of the Head of the Civil Service of the Federation, for her support. To her predecessor, Ambassador Stephen O. Willoughby, for his support. To Mr. Oluwole Edun and Engr. Abubakar Magaji, Director of the MDG Office and his predecessor, for their guidance and direction towards the successful implementation of the survey. To Mr. Kenneth Oramah, Mr. Gideon Mitu, and Mr. Moses Akanji for facilitating the financing of the project with such professionalism. To those members of the Budget Office who provided us with necessary data, those members of the National Bureau of Statistics and the SERVICOM who provided us with guidance as to appropriate surveying techniques and methods. To Mr. Olaniran Ojo and Mr. Friday Udosen for photocopying the bulk of survey materials, Mr. Yusuf Usman for dispatching letters, Mexis and Associates for acting as consultants, Ms. Balaraba Aliyu, Mrs. Fatima J. Ahmad, Mr. Philip Akinfemide, Mr. Gabriel Ola, and Ms. Josephine B. Musa.

Similarly, the survey team express appreciation to all the officers who ensured a successful survey process at the organizations visited. Whilst we cannot mention each of these individuals by name due to their number, these include the Permanent Secretaries, Executive Secretaries, Local Government Chairmen, Chief Medical Directors, Rectors, Provosts, Principals, Managing Directors and their staff for assisting us to set up and run the survey in their organisations. We thank them all. We are particularly grateful to the Department Training Officers who assisted us in engaging with each of the sectors.

Finally, we reserve the final thanks for all the civil servants who kindly gave up their precious time to participate in the survey. Thank you all. We pray this report serves you well.

## FOREWORD

The importance of public service delivery cannot be over-emphasised in every nation's quest for rapid socio-economic development. In Nigeria, Vision 20:2020 places governance and service delivery at the heart of most of its thematic areas. Similarly, SERVICOM guarantees service provision as a right of all Nigerians.

However, in fulfilling the commitments to service delivery, there persist significant challenges in the Nigerian civil service. Therefore, in the pursuit to meet government development agenda including the MDGs and Vision 20:2020 it is critical that the impediments to service delivery be addressed.

This publication is the report of an in-depth study of the key impediments within the Nigerian civil service to officers performing their duties to the best of their abilities and to the implementation of public goods. The report enumerates the findings of the study which was conducted in some government organisations covering national priority sectors by a joint team from the Office of the Head of Civil Service of the Federation and the Office of the Senior Special Assistant to the President on the Millennium Development Goals with the view to providing evidence-based development strategy.

The study which revealed a mixed bag of concerns, ranging from lack of an enabling environment, tools and skills to a lack of political will for genuine reforms, indiscriminate use of consultants, among others, also seeks to remedy these concerns. The findings of the study were circulated to the highest calibre of officers in the Nigerian civil service for comments and consideration. These officers which include the Head of Civil Service of the Federation and Permanent Secretaries provided additional inputs to the report at the recent retreat of the Head of Civil Service of the Federation with Permanent Secretaries.

The observations and recommendations emanating from this evidence-based study will provide detailed and complementary inputs to the ongoing National Strategy for Public Sector Reform efforts with an overall ambition of improving service delivery in Nigeria driven by a revamped civil service.

**Professor O. A. Afolabi, OON**

Head of the Civil Service of the Federation

## PREFACE

In September 2000, Nigeria joined 188 other nations to commit to achieving the Millennium Development Goals (MDGs) by 2015. The MDG goals revolve around improving basic human development and encompass the material welfare, health, and education of Nigeria's poor.

Achieving the MDGs, a crucial pillar of Vision 2020, will require significant changes in Nigeria's governance and service delivery structures. As outlined in the nation's 'Countdown Strategy', Nigeria's progress towards the MDGs is mixed. Many of the roots of the challenges to achieving the MDGs lie in the inefficiencies of the public service. As the Strategy states, challenges revolve around, "a lack of skills and capacity to implement initiatives, and poor coordination between different tiers and arms of government."

The Office of the Senior Special Assistant to the President on Millennium Development Goals (OSSAP-MDGs) has seen the consequences of the service's failures firsthand. By tracking the expenditure of the nation's debt relief gains, OSSAP-MDGs has observed that only 60% of public projects in the social sector are ever completed.

At the same time, the office has seen how, when given the tools, freedoms, and structures they require, civil servants ably rises to the challenge of public service. We believe that public sector reform can be strengthened through building on the best practice and ideas of public officers.

Through our partnership with the Office of the Head of the Civil Service of the Federation, we investigated civil servants own ideas for reform. The process has yielded 163 specific recommendations for service reform from the civil service itself, and many insights into the failings of the service structure. Each of the recommendations is complementary to the existing National Strategy for Public Sector Reform, and we hope this survey will re-invigorate that strategy.

We could not have performed this survey had it not been for the kind support of the heads of the organisations we visited and their staff. I would like to extend my gratitude to all those officers across the three tiers of government who assisted in the successful conduct of the Civil Servants Survey.

I'd also like to take this opportunity to express my appreciation for the invaluable contributions provided by the Head of Service and the Permanent Secretaries.

**Hajia Amina Az-Zubair, OFR**

Senior Special Assistant to the President on MDGs

## EXECUTIVE SUMMARY

### *Introduction*

Where the service fails, it costs lives. When a primary health centre is not built, a teacher does not come to work as she is not paid, or a nurse does not have the equipment or medicines to treat a patient, the inefficiencies of the service have real effects. These inefficiencies also cost money. Only 60% of public projects are ever completed. Together, these facts imply a huge return to effective service reform.

Given the importance of, and urgent need for, civil service reform in achieving the nation's ambitions, the Head of Service of the Federation sent a team to investigate civil servants' own ideas for reform. This document reports on the findings of this 'Civil Servants Survey'. The team interviewed over 6000 civil servants from 100 organisations across Nigeria at all three tiers of government. The survey was the largest consultation with Nigeria's officials ever undertaken.

This 'participatory' method of civil service reform has a number of benefits. First, civil servants experience their challenges first hand, and may have innovative solutions to the problems they face. Second, the performance of an organisation is based as much on the informal rules and interactions of staff as it is on the formal rules that govern their behaviour. Best practice in these informal institutions can only be identified by talking to civil servants. Third, the perceptions of civil servants are as important to understand as their realities. Finally, ownership of service reforms by stakeholder officers is critical to their success.

The results of the survey complement the 2009 National Strategy for Public Sector Reform (NSPSR). International experience indicates that much civil service reform fails because of a lack of knowledge or appreciation of existing service culture and context. Many of the results here provide contextual detail for the options given in the NSPSR. For civil service reform to work, it must see civil servants as partners in its design and implementation and take their suggestions as an integral part of the reform agenda.

### *Hearing Frustrations, Focussing on Solutions*

The service is frustrated. Officers are passionate about putting in their best, but feel constrained in doing so by their conditions of work. This report outlines many of those frustrations. However, the survey team always pushed for solutions to those problems. These solutions make up the focus of our report.

As well as hearing the voices of civil servants, the report incorporates the responses of the Head of Service and Permanent Secretaries. The Permanent Secretaries focused on the opportunity provided by the survey to re-energize the NSPSR, and identified a number of quick wins that can be rapidly implemented. The combined recommendations from the Survey and the responses of the Permanent Secretaries are a powerful combination that prioritizes core reforms and responds to key frustrations of civil servants.

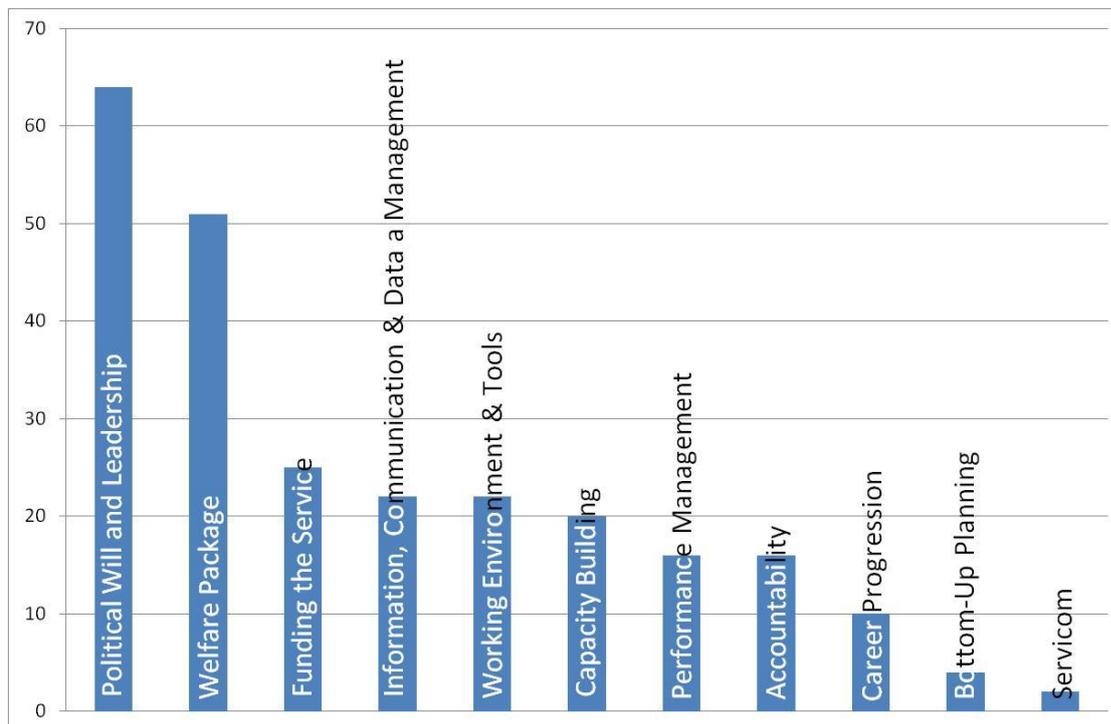
In the report, we divide our discussion of solutions into those that are ‘short term’ and those that are ‘long term’, requiring a greater level of investment or having a longer implementation timeframe. At the end of the report, we make 163 specific recommendations as to how to reform the service, and sketch an action plan of how these recommendations might be effected.

In this summary, we deviate from the structure of the report to focus on some of the central themes of the recommendations. This is to emphasise some of the key opportunities for progress in reform that engaging with the service has highlighted. Many of the same weaknesses are pervasive throughout different aspects of the service’s structure.

### *Ranking of Key Issues Raised by Civil Servants*

One of the questions respondents were asked during the discussion sessions was “If you could let the Head of Service/Mr. President know one thing about working in the service, what would it be?” Certain issues were emphasised throughout the surveys. Below is a chart highlighting the frequency with which certain issues were raised by civil servants across the three tiers of government.

**Figure ES.1. Key Issues Raised by Civil Servants across the Three Tiers of Government**



### *Political Will*

- **Political will is the key determinant of service reform success or failure.** For any recommendations in this report to succeed, they must find the appropriate source of

political support. This is true amongst the political class, the management of the civil service, and amongst civil servants themselves.

- **It was observed that most civil servants feel that current activities of the political class are at the core of the failings of the service.** The political class deviate from standard bureaucratic practice in numerous ways. The Permanent Secretaries also expressed concern about the mutual distrust between civil servants and political office-holders.
- **It is currently unclear what the strategy of the political class is for public service reform.** For the nation to achieve its ambitions, there is a need for Nigeria's political class to define their own plan for public sector reform in response to, or as an endorsement of, the National Strategy for Public Sector Reform.
- One suggested mechanism of commitment by the political class towards service delivery is the **creation of a series of 'service delivery champions' within the political class.** Another is the empowering of the **Service Compact With All Nigerians (SERVICOM)** as a monitor of delivery failures and catalyser for reform.

### *Information*

- **Information is often a scarce commodity in the service.** In numerous cases, officers do not know their schedule of duties, or their schedule is not clearly linked to the institutional mandate and strategy of their organization. The system of rewards and punishments is not well understood by the service.
- **Scarcity of information has negative consequences.** Officers are less able to perform their duties, they make costly mistakes, and they develop conflicting reports. Scarcity creates opportunities for manipulation whilst information creates efficiency and transparency.
- **Officers believe there is a need for new structures to gather and disseminate information.** This might be at the national level, such as a central welfare committee to track and keep in check the welfare packages of civil servants. It might be at the organisational level, such as a training committee who audit staff skills and recommend professional development. Or it might be schedules comparing workloads of staff at the departmental level.
- **There is a need to develop systems of information for organisational learning.** For example, officers are keen to evaluate the impacts of trainings and share best practice. In discussions with managers, we were told how indicators of performance were rarely tracked in the service and never evaluated.
- **Such learning rests on an understanding of existing realities.** Data on key performance indicators should be collected more effectively and utilised in monitoring and evaluation. Any programme slated for implementation should be preceded by an audit of skills in the implementing department or organisation.
- Often, grievances were as much to do with the lack of transparency around policies as their real effects. **There is a need to anchor debate in more concerned thinking, rather than speculation and rumour.** For example, civil servants believe that their welfare package is

deficient in numerous ways. This perception leads to corruption. They believe that past commissions on the subject recommending substantial increases in wage have been ignored. Thus, there is a need for better information on a 'fair' wage. Officials feel there is a need for a 'needs-based' assessment of wages that provides a scientifically motivated minimum wage.

- Many officers were concerned that their or their colleague's **patchy knowledge of civil service rules stemmed from insufficient or non-existent induction into the service.** Officers entering the service for the first time, as **new recruits or transfers from lower tiers of government, should be given an inspiring induction.** Agency-specific induction should be extended to new Ministers, DGs and Permanent Secretaries.

### *Communication*

- **A key step towards resolving these information challenges is effective communication.** The effective communication of information is one of the most cost-effective reforms the service could currently undertake. Educating the many officers who did not know their schedule of duties is simply a matter of effective communication. Ensuring officers entering the service for the first time understand the service rules is merely a matter of a comprehensive induction.
- Similarly, complaints regarding PenCom were often around how unresponsive it is to requests for information. The National Housing Fund is said to be wasting money because it does not effectively communicate what it spends deductions from officials' salaries on. In response, organisations should more clearly communicate their work. Pension fund administrators should publish the schedules it uses to calculate pension contributions.
- **At the heart of miscommunication is a sense of injustice.** Civil servants believe that the service is highly unequal. There is little communicated to them on whether this is true, why, or if anything is being done about it.
- **A means to improved communication around many issues would be a centralised information portal for all the needs of civil servants.** The portal could handle an improved human resource system and ensure officers could access useful information about their pensions, government rules, and so on. There is a real need for improved sharing of best practice in the service, and such a portal would be a means to doing so.
- **Communication also makes the service more efficient.** If there are demands for constituency projects, these should be communicated to the appropriate authorities rather than inserted into the budget outside of bureaucratic procedures.

### *Technology*

- **Using advanced technology to achieve service outcomes may allow us to circumvent existing challenges.** For example, the productivity of officers may be enhanced by reducing the service's reliance on paper-based communication and converting to text-message-based

technology. The confidentiality of text messages may make them an effective means to communicating deviations from service rules by colleagues or pressures from members of the political class.

- **There is no technology more in demand in the service than up-to-date training.** Officials believe training must be widespread and broad-based to be effective. It should include seminars at lunchtime, a system of mentoring by colleagues past and present, secondments to more technical or successful institutions, and on-the-job teaching. By tracking training through a training database, it will ensure training is more demand-led and available to every officer.
- **Technology will also be critical in implementing a number of key service reforms.** For example, the first step in implementing a performance management system will be the instigation of a confidential evaluation system based on peer review. Such a system is likely to require an on-line feedback mechanism to ensure confidentiality.
- **At the same time, technology will need to be appropriately embedded in the existing service context.** As such, a training database might be complemented by an organisation-level committee that tracks the skills the organisation requires and ongoing training initiatives. Ultimately, ICT training and e-learning opportunities must be provided for all officers from Grade Level 07 –17.

### *Providing Motivation*

- **Civil Servants have passion for their work, but are frustrated and demotivated** by the way their role in the service is managed. Providing appropriate responsibilities, morale and incentives to civil servants will ensure they can fulfil their role in national development.
- **The perception of low pay and welfare packages that do not meet basic needs demotivates officers and makes them feel unrewarded for their work.** Remuneration does not reflect the hard work that the job entails, does not reflect their status as competent professionals, and leaves the civil servant trailing behind the private sector and other public servants. These problems are compounded by frequently late payments and injustice in the way allowances are paid.
- **Officers need to have confidence that their performance will be recognized and rewarded.** Current processes of reward and sanction are inadequate and subjective. An improved performance management system would both motivate civil servants and offer a more credible system of reward. The first step in measuring performance should be to create a confidential evaluation system based on peer review.
- **Investments in the working environment improve productivity and boost trust.** A lack of office space, equipment and basic supplies create major distractions and discourage effective working habits. Officers believe that a set of minimum standards for equipment and the working environment will help raise expectations and performance.

- **Relevant and effective training is one of the best motivational tools available.** Officers find training of great value in their daily work but have great difficulty accessing training opportunities. Training should be linked to professional development across an officer's career, demand-driven, innovative and on-the-job, and tracked over time through a training database to ensure everyone benefits.
- **Civil Servants respond positively to responsibility and resent being made redundant by consultants.** Consultants are perceived not to increase the efficiency of government, but simply to marginalize civil servants from core planning activities. To retain professionalism and ownership, civil servants should be tasked with the full range of activities in their schedule of duties.

### *Quick Wins*

- The NSPSR responds to many of the concerns and priorities of civil servants. In a range of reform areas, having obtained an understanding of the context and views of the service, there is a unique opportunity to move forward with high impact 'quick wins'. These have the potential to re-energize the NSPSR and ensure smooth implementation that is welcomed by civil servants:
  1. Officers entering the service for the first time, as **new recruits or transfers from lower tiers of government, should be given an inspiring induction.**
  2. **Finalize the revised Public Service Rules and Financial Regulations** and distribute widely.
  3. **Create a series of 'service delivery champions'** within the political class who will lead the debate on the political class defining their own plan for public sector reform.
  4. Refine and introduce the **Public Service Transformation Scheme** to ensure availability of a cadre of top-notch technocrats. These technocrats must be employed in a way that complements the work of civil servants, is part of a long-term strategy of knowledge and skill transfer, and is closely monitored. The PSTS should be preceded by a service-wide skills audit to identify gaps and priorities.
  5. Where schedules of duties exist within an organisation, they should be restated to staff. **Managers should ensure every member of staff has an up-to-date written copy of their schedule of duties.** Where schedules of duties do not currently exist for staff, they should be provided as soon as possible. These should identify specialisations in detail sufficient for officers to make investments in their long term career.
  6. **The Medium Term Strategic Framework and Sector Strategies are supported at all levels of the service and should be institutionalized as the basis for annual budgeting.** They offer a means of linking political statements to adequate funding of the service, and ensuring a return to standard budgeting procedure.
  7. The Office of the Head of the Civil Service should **set up a training database that tracks the training program of each officer in the service.** The system should be service-wide, cover each officer from entry to exit, and be integrated into the overall Human

Resource Management System. The training programme specified in the database should be defined by the needs and demands of the individual officer.

8. **Finalize the Federal Civil Service Bill** covering objectives, obligations, conduct, professionalism, rights of civil servants and management of the service.
9. The Office of the Head of Service of the Civil Service should **develop a centralised information portal that acts as a ‘one stop shop’ for all civil servants needs**. This portal should contain personalised information about the officer who is logged in, as well as access to useful data such as departmental budgets and copies of government policies, public service rules and circulars.
10. Develop and enforce **minimum standards for working environments and equipment**. This should be communicated to all organisations and monitored by the appropriate authority. These guidelines should cover rural health infrastructure.

### *Long term change*

- **The rules on which the civil service is based need long term change.** Legislation is required to refine the formal rules under which the service operates. Ministry offices should be decentralised to the outskirts of Abuja. Research is required into the skill mix in the service and its capacity to innovate. The action plan at the end of this report outlines steps towards gaining a roadmap for these long term changes.
- For civil servants to be the drivers of governance and development to 2020, **an effective human resource management system must be developed**. This should build upon the achievements of IPPIS, include a comprehensive database of training, and form the backbone of a credible performance management system.
- **Long term change can only be driven by the highest office holders in the land.** Critical to the implementation of this report’s recommendations will be engagement with the National Assembly, the architects and implementers of Vision 2020, and Mr. President himself.
- **There were many calls for legislation to set up an independent office of monitoring and evaluation (M&E) to complement the existing efforts of government.** Achieving this legislation will require a strategy that combines quick wins, sensitisation of legislators, and ample evidence of M&E’s benefits. Expansion of the OPEN M&E initiative on an independent platform under the direction of the National Assembly would provide one possible means of achieving these aims.

**HOW TO USE THIS REPORT ...** This report is not meant to be read cover to cover, although it can be. Rather, **we recommend that all readers begin with the Executive Summary.** This will provide an overview of the findings of the survey. The recommendations are collected and give an overview of the report’s findings. Background and methodology can be read by those interested in why or how the survey was implemented. **The reader can then skip to topics in which she is most interested.** Related topics are signposted in each section.

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## INTRODUCTION

**This report addresses current challenges to effective service delivery in Nigeria as expressed by civil servants themselves. It takes a participatory approach to civil service reform, building on interviews with officers from across the federation at all three tiers of government. The hope is to complement ongoing initiatives with novel ideas for the reform of the service.**

### Reform context

**Service delivery is at the heart of Nigeria's governance agenda and of the nation's ambitions to achieve the Millennium Development Goals (MDGs) by 2015.** Vision 2020 places governance and service delivery at the heart of most of its thematic areas. Similarly, the Service Compact With All Nigerians (SERVICOM) talks of service provision being guaranteed as a right of all citizens.

However, **standards of service delivery continue to be low**, demonstrated by the inadequate provision of core social services and ongoing poverty in the country. For example, the OPEN monitoring and evaluation initiative that tracks the expenditure of debt relief indicates that only 60% of government projects are ever completed. Reviews of bottlenecks by SERVICOM officers highlight numerous failings by service providers.

**There are three pillars to service delivery: financing, effective organisations, and an efficient civil service.** Nigeria has sufficient mineral wealth to transform the nation. Recent reforms in organisational design have shown the way to improved management of this wealth. For example, independent evaluations of the Federal Government's 'Conditional Grants Scheme' report impressive rates of project completion and quality.

The third pillar is the next frontier in transforming service delivery. **Accomplishing improved service delivery requires an efficient civil service.** As we have heard through this survey, there are many areas in which the service is currently deficient. Understanding the most significant barriers to civil servants performing their duties is thus critical to more effective service delivery.

### Reasons for reform

**There is an urgent need for reform.** For many civil servants, **the civil service has changed for the worse, both over the last 20 years and over the last few years.** There is a pressing need to stop further decline. One officer argued, "The public service should be restored to the standard of 1965 when the service was held in high esteem". He stated that whilst many of the rules of government have persisted, the mechanisms to implement them no longer exist in the current bureaucratic environment.

A poor service environment has three important effects. First, **it eats away at the capacity of current civil servants to deliver their schedules**. This disables the delivery of public services. Second, **existing civil servants move out of the service**, either formally, by quitting, or informally, by switching their efforts to other work whilst still an employee of the service. As one officer said to us, “how can you blame someone for not coming to work under these conditions?” Thirdly, **it reduces the quality of the potential intake of new civil servants**. The best graduates will go to work elsewhere if the conditions of work in the service are so poor. This is a concern that many civil servants flagged as being at the forefront of their worries for the future of the service.

### A worthy investment

The service not only manages the production of public goods, but is a direct provider of many of the services that impact directly on the MDGs, such as healthcare, education, and water. Public good provision is at the heart of the infrastructure that drives growth. It underlies the productivity of investment and the capacity of the non-oil private sector. The service is the machine through which we invest in the human capacity required to enhance national competitiveness. **Investments in our service make all our other investments more efficient**. If we are to achieve the nation’s ambitions, we must improve the service environment and empower civil servants.

Where we found best practice in civil service management in Nigeria, implementation rates of public projects were close to 100%. Compared to the 60% average rate of implementation found in the OPEN evaluation reports, this implies that civil service reform can increase the rate of return by 170%. **Civil service reform provides an exceptional return on investment**.

### A better way forward

**We have a road map for these investments**. The 2009 National Strategy for Public Sector Reform (NSPSR) “provides a common vision and a long term agenda to guide the rebuilding and transformation of the federal public service.” It aims to provide an outline of the key reform measures to be introduced and implemented.

**Our findings aim to complement this report by providing a deeper understanding of the context in which these reforms will be implemented**. Broad international experience implies that technical solutions, such as those offered in the National Strategy, should be embedded in contextual detail. For example, a review of World Bank assistance to member countries on civil service reform stated,

Four factors undermined the efficacy of Bank-supported interventions: (i) the poor quality of information on [civil service reform] performance, (ii) the limited role afforded to strategic management and cultural change, (iii) the absence of checks and balances on arbitrary action, and (iv) a failure to appreciate key contextual constraints.

In other words, **failure arose from a lack of knowledge or appreciation of the existing service culture and context.** The review goes on to describe how such reform should start with engagement of civil servants themselves. This is what the current report does.

An illustration of this argument from Nigeria comes from the first major post-independence review of the service. Responding to the 1974 Udoji report, the Federal Government stated,

The Review Commission's proposal for performance management to achieve a results-oriented public sector is agreed.

Thirty-five years later, however, no functional performance management scheme is in place. The 2009 National Strategy for Public Sector Reform has proposed "development of a service-wide strategic performance management framework" for organisations and individuals.

The survey team do not believe that performance management has not been effective because it is the wrong policy. As will be described later, the service is keen for such a system. Rather, we believe effective implementation of such a scheme will only arise when civil servants themselves are involved in its design. Officials can advise on how to embed performance management into the service's existing structure so to make it effective.

As a review of civil service reform in Southern and Eastern Africa argues, it is only when global ideas are made into local solutions that they work. **The details of any major reform must arise from the service itself.** Officials not only understand their service best, but they must own the reforms for them to work.

In striving towards a world class public service, the strategies in the 2009 NSPSR are required to adequately address the key impediments to service delivery as enumerated by civil servants. Hence the survey team did a mapping of the key findings of Civil Servants Survey against the relevant NSPSR building blocks. See annex 2.

### **Voices from the service**

**This report details failures in the conditions of work of civil servants and highlights the importance these have in service failure. It provides ideas for reform that are consistent with the desires of civil servants at all grades and with the ambitions of the NSPSR.**

We want to turn civil service reform from a programme with negative connotations to one with positive associations. By listening and responding to civil servants' own experiences and ideas, we hope to build a service that is both better to work in and more able to serve the people of Nigeria. By getting the details right, it aims to empower the recommendations of the NSPSR.

In return, we were told that, **"civil servants are ready to put it right"**. As one officer put it,

With regards to this local government, civil servants are highly motivated in carrying out their duties despite these challenges.

**For civil service reform to work, it must see civil servants as partners in its design and implementation.** It must take up civil servants on their commitment to put things right. This implies government policy that is developed in consultation with civil servants and then implemented as announced, on time, and after adequate sensitisation.

## METHODOLOGY

The methodology of this report is participatory. It asks civil servants directly about their aspirations and concerns for their work and for the service. Officials are asked for their solutions to the challenges they face in implementing their daily duties. These discussions form the basis of the reform recommendations laid out in later chapters.

### Participatory approach

To date, civil service reform has typically been an exercise in top-down directives. For example, the most recent initiative, the National Strategy for Public Sector Reform published in 2009, was produced through consultation amongst a small team of inter-ministerial experts.

The current report is based on consultations with over 6000 civil servants from all three tiers of government. It therefore takes a **participatory approach towards public sector reform, in which the aspirations, concerns, and solutions of civil servants themselves are used as the basis for reform recommendations.**

A similar exercise was conducted for the 'Report of the Committee on the Status, Funding, Curricula, Admission Policies and Other Matters of Federal Staff Training Institutions' of April 1999. The committee led by Prof. A. D. Yahaya, conducted inspection visits of training institutions across the federation. Our report extends the methodology of the 1999 report to provide civil servants at a range of organisations the opportunity to directly voice their concerns.

Between August and December 2010, a joint team from the Office of the Head of Service of the Federation (OHCSF) and the Office of the Senior Special Assistant to the President on Millennium Development Goals (OSSAP-MDGs) – the 'survey team' – visited 100 organisations across Nigeria. The team interviewed over 6,000 civil servants at the federal, state, and local levels of government.

Never before have so many Nigerian civil servants been given the opportunity to voice concerns over their work environment and asked directly for solutions. **This was the largest consultation with Nigeria's officials ever undertaken.**

In this context, using a participatory approach has a number of benefits. First, **civil servants experience their challenges first hand, and may have innovative solutions to the problems they face.** Civil servants have a unique perspective on the civil service, and each officer has a different window on its workings.

Second, **the performance of an organisation is based as much on the informal institutions and interactions of staff as it is on the formal rules that govern their behaviour.** Whilst the public service rules state that awards may be given for outstanding work "in the form of certificates,

medals, gifts of cash or kind”, motivation is based on much more than this. It includes providing clear instruction, nominating achievable goals, and making public the successes of an officer. Understanding which of these ‘unwritten rules’ perform best in the service requires talking to civil servants.

**Civil servants have responded to failures in the formal environment by constructing informal coping mechanisms.** At one polytechnic we visited, the management was said not to recognise staff for their hard work, so the lecturers got together to set up awards for the most outstanding members of staff. **We can learn from such examples to provide immediate solutions whilst longer-term structural changes occur.**

Third, hearing the challenges of civil servants directly provides officers an opportunity to correct misconceptions. **Civil servants find it frustrating that despite the numerous challenges they face, they are still perceived by many in the political class as the source of the service’s problems.** The various failures of their working environment outlined in this report are ignored. As one officer put it,

The government have taken civil servants for parasites ... and that is not correct.

**Such misconceptions are seen as unfair and unproductive, as they direct focus away from the real challenges.** Surveying civil servants allows them to correct these misconceptions.

**The perceptions of civil servants are as important to understand as their realities.** If an aspect of their work de-motivates civil servants, it is important to understand this irrespective of the nature of the problem. Similarly, **it is important to understand the aspirations of civil servants, as they lie at the heart of what will motivate them.**

Fourth, **ownership of service reforms by stakeholder officers is critical to their success.** As a World Bank review of international experience has shown, “evidence that civil servants began to ‘own’ and follow formal rules such as codes of ethics in any meaningful way” is fundamental to their implementation. Consulting with and responding to officials is an important part of this process.

Furthermore, a consultation was held with the Head of Civil Service of the Federation and Federal Permanent Secretaries. The consultation was essentially to get the highest calibre of officers in the Nigerian Civil Service to make comments on the findings of the survey. Prior to the consultation, a presentation on the findings of the survey was made to them and copies of the draft report were circulated to them to study. These officers gave additional inputs which were driven by their in depth knowledge and experience about working in the service. The Head of Civil Service of the Federation and the Federal Permanent Secretaries also endorsed the Civil Servants Survey report during the consultation which took place at their retreat programme on May 21, 2011 in Lagos, Nigeria.

## Sample

The sample was restricted to 100 organisations that have a direct impact on the MDGs, and thus are related to the social sectors. These are at the federal, state, and local government levels. A listing of organisations visited is provided in Annex 1.

## Survey structure

At each organisation, the survey had three parts. The first was a questionnaire session, where officers individually filled in standardised questionnaires about their experience in the service. The second part was a discussion session, in which non-management officers were encouraged to discuss issues related to the service that they feel are important. The third part was a questionnaire focused on the organisation as a whole, filled jointly by management staff in a structured interview. The issues flagged in these discussions and questionnaires make up the inputs into this report.

The approach to the survey was scientifically rigorous. Survey staff members were trained in appropriate survey practice, with inputs by the National Bureau of Statistics and relevant academic bodies. A standardised approach was taken to each survey as enumerated in survey guidelines. An internal evaluation of the survey was that implementation has been highly successful.

## Confidentiality

**The survey was performed on the basis that all responses would be anonymised before reporting. Thus, at no point in the report will we mention, or hint at, an individual.** We made substantial efforts to convince participants that the process was fully anonymous so they could feel free to air their opinions.

For example, at the start of each survey, we stated:

The questionnaire is totally anonymous. Please do not put your name anywhere on the paper. Although we will ask some questions about you, we guarantee that all questionnaires will be kept completely confidential and no one will ever try to match your answers with you. We have all committed to a confidentiality agreement that commit us to keeping the process completely anonymous. So please feel free to answer honestly.

Each interview started with the following commitment:

After you have finished the questionnaire, we will have a roundtable discussion. This again will be totally anonymous. Whilst we will take notes of what is said, no names will be taken and so we will never be able to identify who said what. This is your opportunity to let us know where your challenges are and what might be done to make them easier.

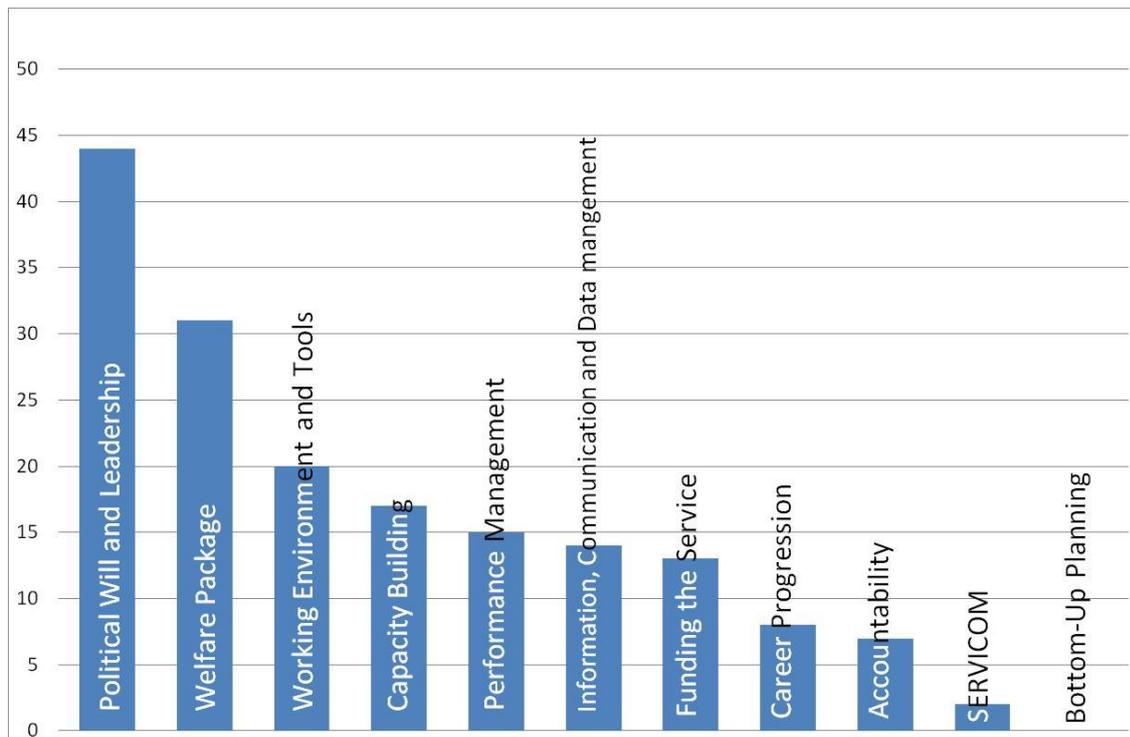
We are keen to ensure that we honour this commitment to anonymity. We will therefore be describing opinions at a level at which anonymity is guaranteed.

## KEY FINDINGS

The service is a frustrated one. Officers are passionate about putting in their best, but feel constrained in doing so by their conditions of work. This report outlines many of those frustrations. Overall, officers desire a service that is professional, engaged, and just. Creating such a service will require new rules, better application of existing ones, and a sharing of best practice across the service. For each topic treated, we report short and long term solutions to the highlighted challenges.

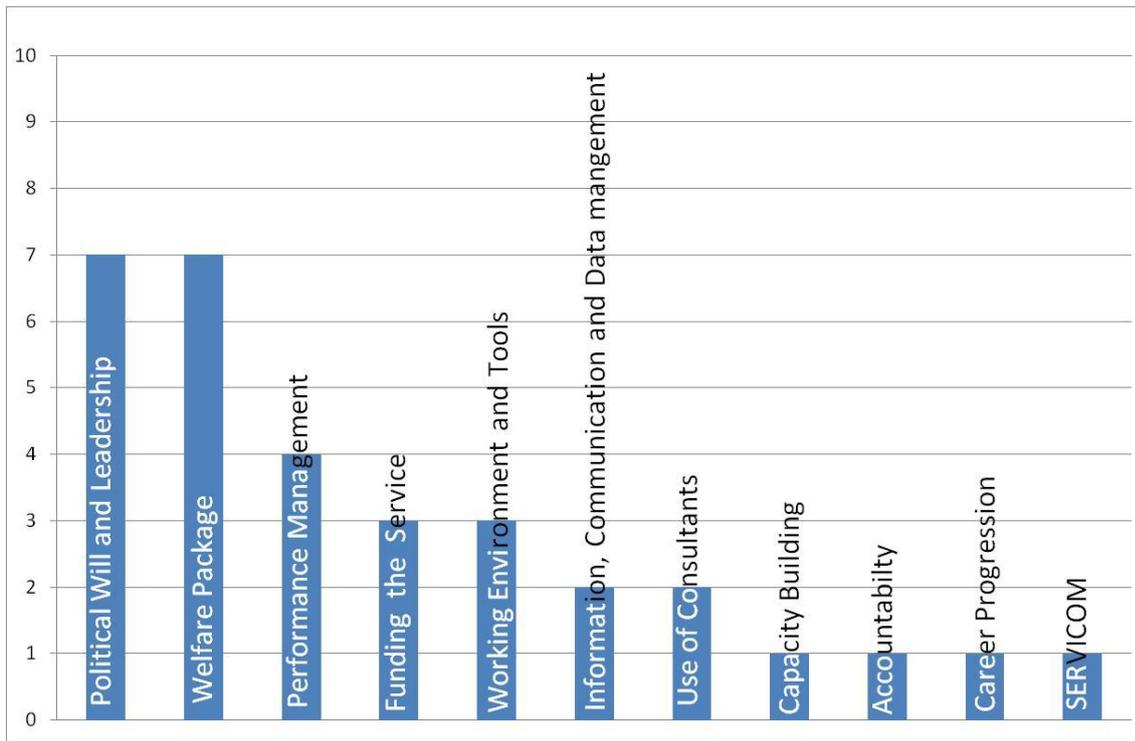
Below are the rankings of the major challenges for each of the tiers of government. Ranking is based on the frequency with which key issues were raised during discussion session on the subject: *“If you could let the Head of Service/Mr. President know one thing about working in the service, what would it be?”*

**Figure .1. Key Issues Raised by Civil Servants in the Federal Government**

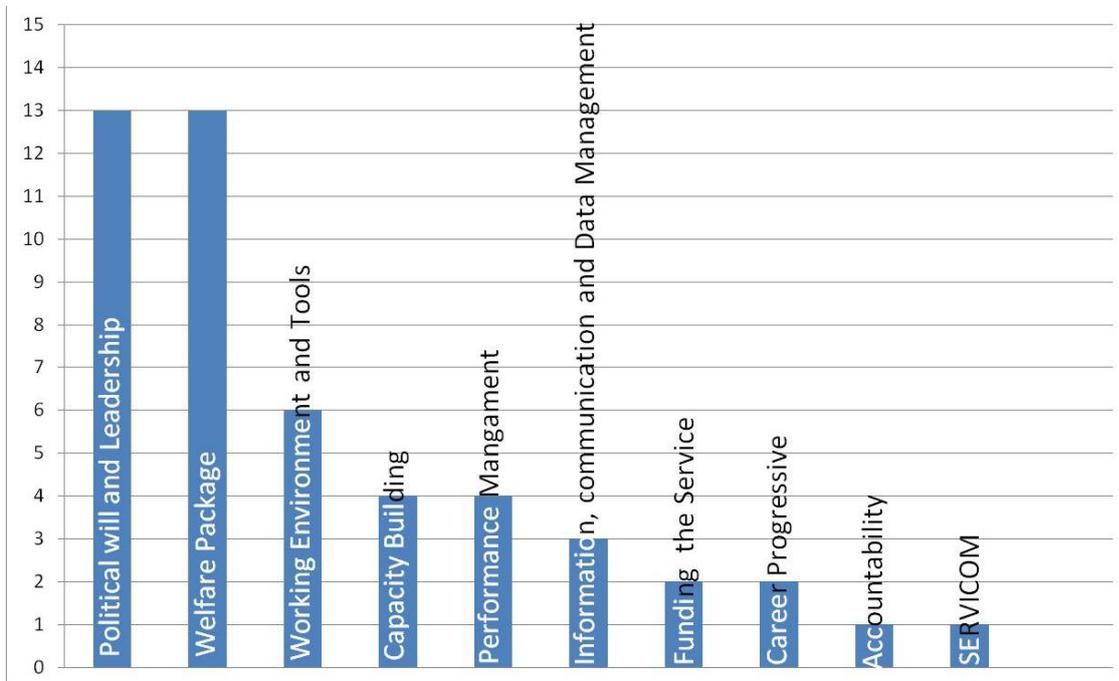


The figures illustrate that while civil servants have strong concern over their welfare package, at all tiers of government they are equally or more concerned by the lack of political will and leadership which is the crucial issue they face in the service. Other issues of high prominence in the discussions include the working environment and tools, the need for capacity building, weaknesses in information, communication and data management, and the importance of performance management.

**Figure .2. Key Issues Raised by Civil Servants in the State Governments**



**Figure .3. Key Issues Raised by Civil Servants in the Local Governments**



## Solutions

**Nigeria's civil servants report a host of challenges in their daily work.** Officers feel they are paid too little, and pay is structured in the wrong way. They feel poorly equipped to achieve their duties, both in terms of physical equipment and technical knowledge. Officers are not given the opportunities to develop a specialisation and thus become more productive. They feel marginalised by politicians, their leaders, and their managers.

However, these challenges are well known amongst the service. **Less understood are the many solutions civil servants have to the predicaments they face.** Some of these are ideas for new practice. As suggested above, civil servants facing challenges in their daily work have solutions to the impediments they confront.

Others ideas for reform are tried and tested best practice. **There exist many examples of best practice in the Nigerian service that can be scaled up to other organisations.** At one river basin, it was observed,

Members of staff commended their managers for their effective management of funds provided to the authority. Despite the meagre funding received, the management finds a way to send officers on training and purchases computers for official purposes ... The senior and junior staffs have a good working relationship with one another. This is because everyone is treated fairly by the management when it comes to carrying out discipline. An administrative committee is usually set up to deal with offenses ... Contractors who do not carry out projects to a satisfactory level are usually not recommended for future projects and officers who are inefficient are also sanctioned. This aids in curbing corruption.

**Both new solutions and best practice are the focus of this report.** Whilst much of our discussions related to the frustrations of working in the service, the survey team always pushed for solutions to those problems. These solutions make up the focus of our report. A more narrative style exposition of the service's frustrations is provided in the 'Interim Report' of the Civil Servants Survey, available from the author-organisations.

Each section is structured as follows. We begin by reporting our observations from the field. These observations are followed by solutions that stem from best practice we observed or suggestions from the service. We divide our discussion of solutions into those that are 'short term' and those that are 'long term'. The former are seen as having limited cost and a short (1 to 2 year) implementation timetable. The latter are seen as requiring a greater level of investment, either in terms of political buy-in, regulatory framework, or financing. They are seen as having a longer (3 to 5 year) implementation timetable. The final chapter of this report provides some discussion of an action plan to implement the reforms detailed here.

## 1. Political Will and Leadership

78% of civil servants believe that political interference in the service is 'typical'. The survey team observed that in a democratic system like ours, there should be minimal interference in the workings of the administration by the political class. The general effects of this interference affect the discipline of staff and the implementation of government projects. A series of 'service delivery champions' are required to lead the debate on the political class defining their own plan for public sector reform.

### Observations

#### *Political support is a prerequisite for reform success*

**It was observed that political will is the key determinant of service reform success or failure.** The lack of political commitment to public sector reform jeopardizes progress. Where there was political support for an initiative, it had succeeded. Otherwise, it invariably failed. **For any of the recommendations in this report to succeed, they must find the appropriate source of political support.**

A prime example of this fact is SERVICOM. When initiated, SERVICOM had the highest support from the political class. Discussions with managers on SERVICOM highlighted its influence in almost all organisations during these first few years. SERVICOM provided the service with a platform for value reorientation. However, as political support waned, so has the impact of SERVICOM.

More technical reforms also require high-level support to ensure their successful implementation. Recent efforts of the Head of Service were lauded. Where it has worked, officers argued that the Integrated Personnel and Payroll Information System has been an improvement over past arrangements. It has simplified and streamlined payroll and provided another check on corruption. Thus, **the Office of the Head of Service and its partners must be at the centre of employing any of the ideas in this report.**

Finally, **there must be appropriate support from civil servants themselves.** Officers we talked to were extremely keen for appropriate service reforms. As one officer put it, "Government should make sure it acts on this report!" However, such reforms must release the potential of the service. The consensus is that if the political class are serious about achieving the nation's ambitions, they must improve the environment of civil servants. If they are serious about service reform, they should engage directly with officials and take up their ideas, as reflected here.

### *The political class need to define their strategy for public service reform*

It is currently unclear what the strategy of the political class is for public service reform. It was observed that **most civil servants feel that current activities of the political class are at the core of the failings of the service**. As one discussion report described it,

Respondents unequivocally stated that the political class do not allow civil servants to freely and professionally perform their duties. They hijack their duties and haphazardly perform them, thereby jeopardizing the efforts put in by civil servants.

Another states,

At the local government level, discipline has been seriously undermined by the political nature of the service in recent years. For example, an officer close to the LGA [local government authority] Chairman, or to a godfather cannot be punished if they do wrong.

Officers described the myriad ways in which the political class interfered with the work of civil servants. **When the political class felt they needed to control a decision process, they would create mechanisms to do so at the expense of standard civil service procedure**. Thus, government projects and programmes are being implemented without recourse to laid down rules. One discussion stated,

They usually hijack some of their duties and assign various committees setup by them to undertake.

Since the political class typically have no technical training in the sectors in which they involved themselves, they are unlikely to be able to make technical choices as effectively as civil servants.

**The political class place civil servants over which they have influence into positions of power**. As one officer states,

Positions in this ministry are filled up. Leaders operate the civil service like a political programme rather than an independent system.

This was particularly highlighted as a problem in the water sector. River basin officials believe **“there is too much turnover of the head of RBDAs”**. One discussion group stated that,

We have had 4 chief executives in the past year. If the job does not have tenure/security, the executive will run the organisation based on political posts. Nothing will be done until the chief executive is given security of tenure.

Officers claim that there is a clash between the political class and civil servants in the sense that the top management seems to be dominated by the political class and not core civil servants. This erodes the capacity of management to make productive decisions. One officer put it dramatically by saying, “The civil service is rotten, polluted, and politicized.”

**The political class send letters to officers to influence their activities, nominate contractors to be awarded projects, and site projects in politically relevant communities that do not necessarily need them**. These methods of interference are said to have a severely negative

impact on the running of the bureaucracy. “The political instability,” we were told, “causes a lot of lack of continuity in the implementation of government policies.”

The rules of the service are laid out to provide the best functioning system of governance possible. Clearly, any interference in these rules is likely to reduce the effectiveness of that system of rules. As one discussion group noted,

Officers stressed that the continuous interference by the political class in project implementation greatly reduces the impact of the projects on the communities.

Whilst there did seem to be a slightly greater experience of political interference in those organisations dealing with physical infrastructure, the majority of organisations seemed to have experienced it to some extent.

## Solutions

### *Short-term*

**For the nation to achieve its ambitions there is a need for Nigeria’s political class to define their own plan for public sector reform in response to, or as an endorsement of, the NSPSR.** Actions detrimental to the workings of the service, such as those outlined above, should either be justified or concluded.

A plan that justified political engagement with the civil service would at least provide the service with an opportunity to respond efficiently. By transparently laying out its own designs for Nigeria’s bureaucracy, the political class would allow for the bureaucracy to better serve those desires.

**There is a feeling that there needed to be a broader commitment by the political class towards service delivery. One method of doing this is to empower an organisation that monitors service delivery outcomes. Quite a number of officials brought up the Service Compact With All Nigerians (SERVICOM) as a successful intervention along these lines, and something they would like to see more of.** As one discussion session reports,

Members of staff would also like a more active SERVICOM department in the hospital. SERVICOM needs to know why staffs are not interacting with one another. There should be a sensitisation programme every 3 months to address these issues.

Those who supported the reform stated that they would like to see SERVICOM more active in their organisation as it has been a positive force for improved service delivery. Thus, **it is important to empower SERVICOM’s new status as an independent entity with financial and political support sufficient for it to have a presence in all Federal, State, and Local Government organisations.**

Another possibility to gain commitment by the political class is to **create a series of ‘service delivery champions’ within the political class.** These political actors would be ambassadors to

the political class leading on the definition of a strategy for public sector reform. They would engage with the political class to ensure there is broad compliance with the strategy.

**Where there were demands for constituency projects, the names of relevant communities should be transparently communicated to the relevant bureaucratic organisations.** The planning processes of government could then implement these projects in as efficient and effective method as possible. An example of such a system is the ‘Quick Wins’ projects funded by debt relief. These projects are both effectively implemented and meet the political needs of the political class.

**The solutions suggested to these problems by civil servants were based on limiting the involvement of the political class in the work of civil servants.** As one officer noted,

There should be minimal or completely no involvement of members of the National Assembly in project implementation. They should only be involved in law-making.

Similarly, another stated,

There needs to be less political interference in the civil service. The civil service should remain independent and not controlled by the political class. The political class tend to act in their own interests and not in the interest of the civil servants.

Specific recommendations reflected a **return to standard best practice in budgeting.** Quoting from the discussion session at one river basin,

It used to be that each year, the management from all projects collaborated to prepare the budget submission. The responsibility for execution then lay very much with the river basin. After the 2<sup>nd</sup> Obasanjo regime, constituency project became increasingly prevalent and the river basins were no longer asked for their opinion. Nor were communities.

**Thus, each budget committee would have to provide evidence of an effective budgetary process leading to its decisions.** A strengthening of the Medium Term Sector Strategy (MTSS) process of the Budget Office would achieve this aim.

**Standard budgeting would entail implementing a system of checks and balances on the political class that would restrict their involvement in bureaucratic work.** For example, a significant number of civil servants stressed the importance of setting up a system of monitoring and evaluation independent of both the bureaucracy and the political class. As one officer stated, “There is need to discipline and sanction defaulters.” Embracing the highly successful OPEN monitoring and evaluation mechanism for a greater share of budgetary expenditures would achieve this aim. Within the Vision 2020 monitoring and evaluation framework, there is room for an initiative more independent of government. This should be built on top of the existing OPEN framework as a complement to the National Planning Commission’s current efforts.

Another officer pleaded that **management staff were not selected by the political class,**

Stop political appointments of non-skilled the political class who do not understand the technical aspects of the work and are just here to receive the wage. It is crippling the functioning of the service.

**There needs to be an independent verification of appointments by a committee of civil servants from the organisation as well as independent members,** such as members of SERVICOM. Such a committee would act as a form of tender's board for recruitment.

Even when there is political support for a policy, it is felt critical to implement it in a timely and professional fashion. A number of discussions turned to how the government renegeing on its promises led to officials striking. However, **officials told us they were averse to striking and would prefer that the government did not force their hand.** One discussion summarised the situation as this,

Strikes are a main hindrance to service delivery in this organisation. Members of staff are ready to carry out their duties efficiently. However, the government does not maintain a good rapport with union leaders that is why strikes continue to interrupt service delivery. The government needs to be committed to its statements in order to prevent strikes. Promises such as increased in pay packages and better conditions of service should be kept.

Thus, there is a need for government to be more careful in its commitments. It should only announce policies for which it has the logistical and financial resources to implement in a timely and professional fashion.

### *Long term*

One discussion group believed that the political class needed to **pass legislation that would limit their involvement in the work of the civil service,**

Members of the National Assembly need to pass a law and create an enforcement mechanism that prevents the political class from interfering in the civil service.

There are a number of ways this might be done. First, current legislation provides for important checks and balances on budgetary processes, such as the sections of the Fiscal Responsibility Bill relating to the Medium Term Sector Strategy process. Under existing regulations, it should be expected that political activities of the budget process should be held to the same level of scrutiny as bureaucratic. For example, applying the need to report on budget committees processes as part of the wider MTSS.

Second, civil servants echoed many of the thoughts of the NSPSR and Vision 2020 Transformation Plan in terms of legislation. For example, where the NSPSR emphasises, **“the critical importance of citizen access to information on the work of public services through a Freedom of Information Act/Law”**. Or where Vision 2020 calls for a, **“review of the immunity clauses in section 308 of the 1999 Constitution which protects certain categories of elected public officers from arrest and prosecution during their time in office.”**

Third, drawing from statements made by officers interviewed, there needs to be a range of new legislation. **One act should set up an office of evaluation that is independent of, but reports to, the Presidency.** The office could build off the OPEN monitoring and evaluation initiative and be along the lines of the 'General Accountability Office' in the United States. Such an office would provide a check and balance on the entire chain of service delivery from the National Assembly through to the civil servants implementing projects.

Another act should build on the above discussion of immunity for certain categories of elected public officers. Whilst Vision 2020 talks of mechanisms for civic engagement to enhance accountability, **there needs to be a complementary mechanism for civil servants to report pressures on them from members of the political class.** The confidentiality of text messages may make them an effective means to communicating deviations from service rules by colleagues or pressures from members of the political class.

### Recommendations: Political Will and Leadership

1. Create a series of 'service delivery champions' within the political class who will lead the debate on the political class defining their own plan for public sector reform (which may be a confirmation of the NSPSR).
2. These champions should define a plan for engaging with the political class to ensure there is broad compliance with the strategy.
3. Where there are demands for constituency projects, these should be transparently communicated to the relevant bureaucratic organisation to be processed through the MTSS.
4. Sufficient resources should be provided to the Budget Office of the Federation to implement a Medium Term Sector Strategy Process starting in June of each year. MTSS style rules should be extended to NASS budget committees under the direction of the Director General of the Budget Office.
5. Each NASS budget committee should be required to provide evidence of an effective budgetary process leading to its decisions.
6. Projects and programmes as approved under MTSS should be implemented to logical conclusions.
7. Legislation should be passed to set up an office of evaluation that is independent of, but reports to, the Presidency, based on the OPEN monitoring and evaluation system.
8. A mechanism needs to be set up that provides civil servants with a confidential channel to report pressures on them from members of the political class.
9. Sufficient financial and political resources should be provided to SERVICOM for it to have a presence in all Federal, State, and Local Government organisations.
10. Appointments should be verified by a committee of civil servants representative of the receiving organisation and independent members of SERVICOM.
11. Nurturing of leaders should also ensure a sufficient number of competent officers enter leadership positions, through effective promotion.
12. Technocrats with proven track records and skilled should be appointed to head MDAs (square pegs in square holes).

## 2. Schedule of Duties

In numerous cases, officers do not know their schedule of duties. Many do not know the schedule of their department, and some even of their organisation. This makes capacity building less effective and organisational reform difficult. By publishing and advertising schedules, this problem could be easily solved.

### Observations

#### *Awareness of schedules of duties is low*

It was observed that in numerous cases, officers did not know their schedule of duties. Many officers we spoke to were unclear on their specific duties, even after having spent many years in the service. They could not describe the duties assigned to their post and complained their work was made up of ad hoc tasks assigned by various superior members of staff.

The survey team observed that officers desire a more detailed understanding of their own individual responsibilities. As one officer puts it,

There is no specific schedule of duty for staff. Members of staff do not know what their specific duties are in the sense that any member of staff can be called on to undertake any type of assignment irrespective of their department.

Officers argued that **“there needs to be a single document that spells out what members of staff in each department are expected to do.”** Whilst there should be room for flexibility, the core of an officer’s work should be laid out in a schedule of duties.

The vast majority of discussants emphasised that **they wanted their duties to reflect that they were professionals in their own right.** Their schedule should reflect a specialised profession. Those specialised duties should then form the majority of their working day, rather than ad hoc duties assigned by a range of managerial staff.

This desire spanned every cadre of officer. From accountants, through clinicians, to basic administrative staff. Drivers were keen to stress that they too were professionals, and should be treated as such. Officers stressed that there should be the same respect for the profession of a driver as there is for an administrator or doctor. All are necessary in well functioning bureaucracy. As one officer put it, “There are people in this service who are Mr. Nobody.” Every officer wanted to be somebody.

For some officers, **there is also a need to specify a more detailed schedule of responsibilities for departments.** Officers stated that the objectives of some units and departments in the service were not clear, and in some cases were a mere duplication of others. They felt there is a need for organisations to review the mandates of their sections.

Similarly, **many civil servants told us that they did not know what their organisation is scheduled to do.** Official declarations of purpose were often vague and did not link to the current work of the organisation. Officers felt that management did not sensitise them on the work of the organisation.

These issues were clearly not understood by management, as in the very same organisations, the management told us that they believed officers did have an understanding of their, and the organisation's, duties. This discrepancy implied a serious breakdown in communication.

### *Limited awareness of schedules has negative consequences*

**Without sufficient knowledge of their remit, officers are unable to invest effectively in their own capacity, monitor their progress, or ensure they are fulfilling their duties.** Similarly, **their managers cannot assess performance against an officer's schedule or assess the distribution of responsibilities in her department.**

The lack of comprehensive schedules of duties implies that **organisations have no way of documenting the shortfalls in its staffing,** even when it identifies a need. One hospital we visited told us of how they have been unable to source for and engage professionals, even when they knew they were lacking. They had then performed a schedule assessment of their staff to indicate deficiencies and had been able to negotiate new staff hires with the Ministry of Health.

## **Solutions**

### *Short-term*

**One of the most striking themes of our discussions on this subject is how easily it could be resolved.** In many cases, managerial staff told us that "my colleagues and I know what our organisation is trying to achieve". **Clearly this needs to be better communicated to non-managerial staff.** There should be a restatement of organisational and departmental schedules to all staff as soon as possible. These should then be posted along with SERVICOM charters in every government organisation.

**Where schedules of duties exist for all staff within an organisation, they should be restated to staff.** Clearly, for any schedule of duties to be useful it must identify specialisations in sufficient detail that officers are able to make decisions about investments in their long term career. It is recommended that SERVICOM assess the specificity of existing schedules of duty for their capacity to guide officer action.

The reconfirmation of schedules of duties may be usefully included in a wider re-induction of the service that is discussed in section 5.

**Respondents stressed that one of the key constraints to understanding a department's duties is the continual splitting and merging of departments.** Such changes imply that officers often have to learn new ways of operating in the new departments and unclear what the new remit is. They suggested such reforms be kept to a minimum.

**Where schedules of duties do not currently exist for staff, these should be provided.**

Managers have a duty to provide each of their staff with a schedule of duties that covers their core responsibilities. In organisations where each officer's remit is clear, we saw a higher level of teamwork, efficiency, and motivation. Whilst not all of an officer's duties may be captured in her schedule, the officer should broadly understand what is expected of her.

Officers should be made aware of the magnitude of work expected to be done by different staff. In many organisations we were told of the poor delegation of duties by management staff, and that **different officers are given vastly different workloads**. As discussion session reported,

Service delivery was at a low in the sense that certain officers complained about being over worked while others complained about not having enough experience on the job.

Such a phenomenon implies that some officers are being inefficiently overworked, whilst others are not being given the opportunities to prove themselves nor improve their capacities. Many officers mentioned to us that one of the important benefits of teamwork in the service is for the most able staffs to bring up the less able.

**By organising a transparent schedule of work load in each department, there will at least be a benchmark by which staff can judge their own efforts.** We observed that more effective organisations were those in which workload is being more evenly shared.

### *Long term*

There seems to be demand for a system providing opportunities for officers to refine and develop their schedule of duties. **There should be opportunities for civil servants to propose refinements to their schedules that are in their and their organisations interests.** Such an idea requires further research and consultation.

### **Recommendations: Schedule of Duties**

1. Where schedules of duties exist within an organisation, they should be restated to staff. Managers should ensure every member of staff has a written copy of their schedule.
2. Where schedules of duties do not currently exist for staff, they should be provided as soon as possible. These should identify specialisations in detail sufficient for officers to make investments in their long term career.
3. SERVICOM should assess the specificity of existing schedules for their capacity to guide officer action as part of the review process they undertake at an organisation. Each schedule should be marked on the extent to which it defines a profession.
4. There should be a restatement of organisational and departmental schedules to all staff as soon as possible. These should then be posted along with SERVICOM charters in every government organisation.
5. A schedule of workloads should be provided to officers in a department to ensure the relative workloads of officers are transparently communicated.
6. Government would benefit from organising a consultation or research project investigating the existing and desired skill mix in the service.

### 3. Capacity Building

92% of civil servants stated that they utilise skills learnt in official trainings directly in their work. However few officers receive training. There is significant demand for further professional development across the service. Training is currently skewed towards senior officers, limiting its benefits. It was argued that the training program would generate value only when it is broad-based, innovative and relevant. This should begin with a rigorous induction for all staff and then continue with mentoring and on-the-job training. All training should be organised through a training database that responds to officer needs and ambitions.

#### Observations

##### *There should be a rigorous induction process for the service*

Professionalism starts with the first day of an officer's career in the service. **Many officers were concerned that their or their colleague's patchy knowledge of civil service rules stemmed from insufficient or non-existent induction into the service.** Either new recruits or those passing from the state to the civil service are not given clear enough awareness of how the Federal Government works.

**This theme feeds into a larger point, that many of the rules of government are not currently well understood.** For example, quite a number of officers in the water sector argued that appropriate rules for the running of their organisations already existed in the Act of River Basins. As one discussion group stated,

It is very clear as to the roles and responsibilities of the water sector. All rules exist.  
Apply them!

There was a general feeling that the rules of the Act have not been effectively applied. There needs to be a reconfirmation of these rules and new mechanisms to ensure they are applied. An induction process that sensitises officers to all relevant rules would facilitate this.

Similarly, **many civil servants bemoaned the lack of common values.** Management staff told us that there is little in the way of 'shared values' amongst all staff. This is despite there being a clear code of conduct in the Constitution and other versions prepared by different organs of government. It is therefore unclear how powerful a new "code of values and ethics", as proposed in Vision 2020 will be without appropriate marketing or induction.

##### *Training programmes need to be expanded and restructured*

One of the most frequently discussed topics was the importance of capacity building. **Across Nigeria, officers believe that a professional service required well trained staff.** They also feel that there is currently a severe lack of training. Some officers complained of not having been

trained for long periods of time, sometimes over 10 years, whilst others complained of never having been trained.

There is great demand. Not only is greater training one of the most requested reforms, but many civil servants stated that they were already paying for their own training, reducing their take home pay.

**Effective training has a number of benefits.** It improves the capacities of civil servants to implement their jobs. It motivates officials. It attracts better quality candidates to take up positions in the service. As one civil servant put it,

The best way to motivate staff is to train them. The more you are trained, the more you are empowered, which makes you want to contribute.

Thus, training both motivates and builds capacity. If potential officials see the civil service as a place in which they will be developed, they will be more likely to take up a position there.

However, **there are currently many obstacles in the way of training being available or effective.** First, for most civil servants to attend training, **“they have to lobby for it by visiting certain officers in the management”**. Even then, in many organisations there is little funding available for training. As one officer states,

In the past, civil servants enjoyed sponsorship for training. However, no ministry currently sponsors civil servants. Civil servants cannot afford training with the meagre salaries they receive.

Second, in many organisations, **training is skewed towards a small minority of staff.** As one officer put it,

The same group of individuals attend training exercises both locally and abroad.

Or as reported in one ministry,

Billions of Naira is being allocated for training but there is not enough training. In this ministry, certain individuals attend training exercises 3-5 times a year while the majority do not.

There is a concern amongst junior officers that **training is typically captured by senior officers.** Characterising the skewed priorities for training in one organisation, the discussion report stated,

Civil servants claim that the training system in this organisation is poor. Officers do not get allowances to go on training except directors. Letters for workshop invitations are hidden until the workshop is over.

**Restricting training to a small minority of staff is said not only to be unjust but also to be inefficient.** “If one person is trained,” we were told, “you have done nothing.” An organisation requires a broad range of skills. It will fail where its skills are weakest.

**Nurses argued that there is a broader “double standard in the service between doctors and nurses.”** They felt there aren’t the same opportunities for professional development. As one discussion group describes,

Nurses need to be upgraded through training and mentoring, seminars and workshops, just as much as doctors. The differential way in which the two groups are treated creates a gap between the high and low skilled in the service. Rather, nurses should be given the opportunity to take up masters in specialist subjects. Specialists should be brought in to inform civil servants of new techniques and methods.

Similar to the calls seen above, nurses are keen to be treated as professionals and have opportunities to develop their skills.

**Training issues become more acute at the local government level, where training problems are more intense along all of the margins mentioned here.** Training at the local government level is very difficult to access, and when it is available, is attended by a small minority of staff. Participation in the survey gave some officers at the local government level a sense of fulfilment because it’s the only workshop they’ve had an opportunity to attend since being recruited into the service.

More generally, **there is a complaint that trainings are focussed on Abuja-based staff.** Many officers based outside Abuja stated that “trainings should be extended to officers outside Abuja”.

## Solutions

### *Short-term*

The 'First National Implementation Plan for NV20:2020' argues for "compulsory continuing education/training for the Public Service". Almost all discussion groups agreed that **this training should be for all officers.** Every officer has their profession, and part of that should be their capacity to develop in that profession. As one officer put it,

All officers should be entitled to training no matter their grade levels. Training programmes should be meant for every member of staff irrespective of grade level.

**A simple solution would be for management staff to allocate training opportunities fairly across staff.** At one polytechnic, all staffs were regularly trained in areas relevant to their work. Both academic and non-academic staffs were sent to local or international training, enriching their capacity. **To incentivise managers to do this, there could be awards or bonuses for managers whose staff has been most equitably trained in areas important to their schedules.**

Those managers who are keen to train their staff but are not empowered to do so by government could be inspired by the informal methods others have used. Drawing on the diverse experiences of those they manage, officers can play the role of trainers in those subjects in which they have expertise.

**However, since management do not seem to be allocating training equitably, there need to be mechanisms to ensure that each officer is provided with adequate training opportunities.**

The simplest way of ensuring equitable training would be to hold trainings for all staff. One way of engaging with training during the working day is through **seminars at lunchtime**. This would allow the organisation's staff to train together as a whole, perhaps addressing an issue of importance to all. Extending this idea, an officer suggested that "Every quarter of the year there should be a workshop [for all officers at my organisation]".

**Officers were keen to enrich a system of mentoring**, where "Oga teaches his subordinate and everyone works together so that is a good learning environment for the newbies [officers who had recently joined the service or organisation]". There were suggestions that there be **mentoring by retired civil servants who had been successful in their jobs**. "Overall," an officer argued, the retirees "should teach the current service how to be selfless in their orientation."

**Some civil servants suggested secondments to other institutions**. "Officers," we were told, "can be sent to various institutions for 6 months." As another officer stated,

There should be more inter-agency transfer of staff so as to gain experience from several quarters and improve professionalism in the service.

**Officers in the river basins believed they "should be frequently transferred to the federal ministry of water resources."** This would allow them to work alongside a broad range of technicians and administrators from whom they could learn.

Instead of taking officers to other institutions for exposure, a number of officers suggested **taking civil servants from Federal organisations to train state and local government civil servants**. As one discussion report states,

Civil servants felt that there should be regular transfer of management staff to different states to enable them address problems in these states.

The obvious extension to this idea is to take civil servants from high performing organisations to train officials in other organisations. They could bring across methods of best practice proven to work in the Nigerian civil service.

A couple of discussion groups mentioned that "The profile of trainings should include those given by development partners." Officers were keen to engage with experts amongst the development partners and learn from them.

As part of a broader training strategy, one discussion group was **keen to evaluate the impacts of trainings**,

After training, a performance evaluation should be carried out in order to find out how the officer benefited and how he/she can contribute to the effectiveness of the organisation.

This would allow best practice in training to be identified and spread throughout the service. Training best practice should be shared across the service via the Head of Service's web site.

More generally, there is a feeling that best practice should be better shared through various communication channels of the Head of Service.

There were calls for a consultation, perhaps like the Civil Servants Survey that assessed each officer's ambitions for skill specialisation. In our questionnaires, we took a step towards this by asking each civil servant "If you could choose one training that would improve how effective you were in your job, what would that training be on?" The results are available from the author-organisations.

### *Long term*

They suggested that **officers entering the service for the first time, as new recruits or transfers from lower tiers of government, should be given an inspiring induction.** Not only should it provide a thorough understanding of the civil service rules, but instil a sense of what the ambitions of the civil service are, and what place a civil servant has in those ambitions. This would instil proper values in civil servants from the start.

The induction should not merely be classroom based, but rather include on-the-job training. Civil servants should be given the basic public administration theory and practical skills to achieve what is expected of them. Such skills should not be assumed.

The induction should be accompanied by a public service booklet that contains all the basic information a civil servant will need in their first few months in the service. This should complement the service rules.

A number of officers stated that, given the current state of the service, there is a need to re-induct all officers back into the service. This would ensure a sufficient baseline of knowledge of service rules and a reorientation of values.

However, **there were calls for more sustained trainings,**

Training programmes should be at least 2 weeks long and not just for 3 days. 3 days is not sufficient for staff to build the capacity of staff.

Either these trainings could be 2 weeks outside the office, or given the demand for extended training, complemented by on-the-job training. Thus, lectures each morning could be followed by officials taking the lessons directly into their ongoing work.

**Officers were also keen to have different forms of training.** A number of officials suggested that there should be more training of trainers. This way, the trained officials could return to their home organisation and train their colleagues, providing greater value for money.

**A number of discussion groups raised the idea of a training database.** This would be linked to an improved system of human resource data management. Each officer would have a programme of training tracked by the system. The training slated for that officer could not be transferred to a colleague, who would have their own training needs and schedule.

Organising a training database such as this would require skills only available in the OHCSF. One civil servant gave this advice,

There needs to be a monitoring system from the Office of the Head of Civil Service of the Federation. The number of individuals that require training and the amount of money to be spent on training programmes should be monitored. This would ensure that certain individuals are not sidelined.

There would also need to be specialist training committees at the organisation level to ensure that every member of the organisation is being trained effectively, and that the overall skills required by the organisation were being developed. As one discussion group put it, a “hospital knows the training needs of employees and the organisations”. These committees could then work with the OHCSF to identify whether training needs of the organisation were being met. As one discussion report stated,

A database of currently existing skills in the bureaucracy should be created. Needs-based assessments for each department can be made and this can be compared with the capacities of the department. Needs-based budgeting can then be employed to ensure appropriate investments in training.

Developing this notion, **any programme that is slated for implementation by a department or organisation could be preceded by an audit of skills available in that department or organisation.** Where gaps existed, funds for relevant training could be included in the programme budget. Some officers suggested that an audit of skills like that performed on the OHCSF itself recently, would be an important baseline to regenerate the service.

Where organisations were incapable of organising the training, the OHCSF could step in,

The organisation or the Office of the Head of Service can be responsible for drawing out a time-table and selecting officers for training.

**The training programme identified by this database should be defined by the demands of the individual officer.** Officers are often aware of where they are lacking skills, and felt they best could identify the relevant training schedule for themselves. Many officers were keen that training became more “job specific, demand based, and on the job”.

At the same time, “people have aspirations”. They may want to become specialists in a particular area and a demand led system would allow them to do this. We heard from officers in river basins, health organisations, and educational establishments how they knew exactly the training they required to fill a gap in the organisations current capabilities. Allowing officers to develop interests will not only make them more interested in their work but also more useful.

In fact, some officers argued that some skills have been relegated and thus fear that the neglect of these skills in the service will make them go extinct with time. An example from the nursing profession is that aside from theatre nursing, other forms of specialisation in the nursing profession are in decline because they are less valued and developed.

Note that the only topic in which there is broad interest is information communications technology. As one discussion group concluded,

Training with regard to Information Communications Technologies is also needed in order to keep up with modern administrative techniques.

This points to a broader opportunity. The introduction of technological innovations that would improve the administration of government could be done through training.

However, **training has to be effective to be useful**. Ineffective training is not only a waste of funds, but it means that training is seen as “more a welfare package than the intended capacity building.” As training has become increasingly less useful, officers have become increasingly likely to attend as a welfare reward rather than a means to improve their capacity.

In line with civil servants desire to become professionals specialised in their own field, the overarching demand is for specialist training that would enhance their skills in their area of expertise. Much of the training received currently does not seem to focus on the specifics of the individual but offer broader skills. As a health professional reported,

Young doctors are usually sent to ASCON [Administrative Staff College of Nigeria] for trainings and these trainings are not very relevant to them. Hence trainings should be more directed at developing their skills.

There were many suggestions as to how one might improve the structure of training. For example, in reference to the above case, medical officers proposed that the one year overseas clinical attachment for resident doctors should be reintroduced to improve their skills and enhance professionalism.

Many officers suggested that **training should be more ‘on-the-job’**, taking lessons from the classroom into the practicalities of everyday work.

A remaining question is how to finance all of this training. Most civil servants believed that each organisation should be given a greater budget for training as part of their recurrent costs. However, a number of officials highlighted programmes such as the Educational Trust Fund, which “has made provision for training but capacity building needs to be enhanced.” Thus, special funds focussed on the training of civil servants might be set up.

An extension of this trust fund idea would be to have a special fund for the training of local government officers.

Once an officer has been trained, some officers feel that these new skills should be taken into account in the determination of promotion and salary. At least for those who obtain new educational qualifications. As one officer tells us,

There is also difficulty in getting converted and upgraded after officers obtained higher educational qualifications.

There is also a general complain about higher qualifications being recorded in files but never being acted on.

Finally, training should be linked to punishments. Where a civil servant does not attend training they have agreed to go to, “fines should be charged for any defaults”.

**Teacher's argued that their training programmes should be restructured.** As a discussion group notes,

The teaching practice programme should be structured like the students' industrial work experience scheme (SIWES). Furthermore, funds should be provided for teaching practice programme for both staff and students.

**The survey team observed the passion the service feels towards becoming an interdisciplinary mix of skilled professionals.** Civil servants want to feel proud of their service and proud of their contribution to it. Thus, there may be scope for a wider debate in the service on the skill mix required in the service. This applies to the general, where officers may identify areas of need for additional officers, or to the individual, where the ambitions of the individual need to be channelled towards a specialisation useful to the service. **The Office of the Head of Service should organise a consultation or research project that investigates the existing and optimal skill mix in the service.** The study should do a skill audit of existing staff, how their schedules match these skills, and what additional training or officers might be needed.

### **Recommendations: Capacity Building**

1. Officers entering the service for the first time, as new recruits or transfers from lower tiers of government, should be given an inspiring induction. There may be a need for a re-induction of all staff.
2. Managers should take opportunities to set up informal systems of training. Where they manage diverse talents, officers should share this expertise by having colleagues train each other.
3. There should be a re-inauguration of training committees in MDAs.
4. Management staff should be urged to allocate training opportunities fairly across staff. To incentivise managers to do this, there could be awards or bonuses for managers whose staff has been most equitably trained in areas important to their schedules.
5. The Office of the Head of the Civil Service should set up a training database that tracks the training program of each officer in the service. The training programme specified in the database should be defined by the demands of the individual officer.
6. Each organisation should have a specialist training committee that ensures every member of the organisation is being trained effectively and that the overall skills required by the organisation are being developed.
7. This committee should work with the Office of the Head of Service to enter into the training database an audit of currently existing skills in the service.
8. Any programme slated for implementation by a department or organisation should be preceded by an audit of skills available in that department or organisation. Where gaps exist, funds or logistics should be made available in the programme budget.
9. Each organisation should organise lunchtime seminars on subjects relevant to staff.

10. Training should typically have 'on-the-job' components whereby teachers take lessons from the classroom into the practicalities of everyday work.
11. There should be a greater emphasis on 'training of trainers' in service training. These officers can then retrain their colleagues at their home institution.
12. Every quarter, organisations should hold an afternoon retreat that provides an opportunity for reflection and planning, as well as training.
13. The service should engage retired civil servants who had excelled in their jobs to mentor existing staff and facilitate the transfer of knowledge.
14. A secondment scheme should be set up that allows officers to transfer to more centralised or successful organisations so to facilitate transfer of knowledge of best practice.
15. Civil servants from Federal organisations should be used to train state and local government officers. Officers could see their being chosen as trainers as part of their reward package.
16. Civil servants from high performing organisations should be sent to train officers at other organisations.
17. The Office of the Head of Service should organise a system that ensures trainings are evaluated and those evaluations are published on-line. Best practice from such evaluations should be shared through various communication channels.
18. There should be periodic skills audit of the availability and distribution of skills in the service.
19. Where an organisation is incapable of effectively organising training for its staff, the Office of the Head of the Civil Service should appropriate the training budget for that organisation and organise the relevant sessions.
20. 20% of personnel cost should be designated for training and training vote should not be diverted for other uses.
21. A specialised fund focussed on the training of civil servants should be set up. This should have a specialist focus on officers at the local government level.

## 4. Welfare Package

Almost half of civil servants stated that they are dissatisfied with their welfare package. Hence, staff morale around the service welfare package is generally very low. In the course of carrying out the official assignment, the survey team were told there is a lack of adequate remuneration and thus adequate incentive to meet their work challenges. For example, we heard that there is a lack of staff quarters even though the monetisation provided opportunities to some officers to acquire houses, especially at the Federal Level. Where houses are available, they are poorly maintained. It is therefore recommended that adequate remuneration and incentives be provided to the officers to enhance their productivity and improve work performance.

### Observations

#### *Civil servants believe their welfare package is deficient*

A civil servants welfare package includes a range of items, from her take home salary, through health insurance, to the time a civil servant must spend commuting to work. Overall, **civil servants felt that this package is deficient in numerous ways.**

Most civil servants complained to us that their **take home salary is insufficient for their needs.** As one officer argued,

In terms of salary, it is one of the biggest motivations but the income levels are not adequate.

Or as one discussion group put it,

Officers unanimously stated the need for an increased minimum wage because the salaries were poor. They suggested that the minimum wage should be N50,000 per month. They stated that Nigeria is one of the poorest paying nations.

The perception of low pay demotivates staff. It makes them feel unrewarded for their work.

This perception has real effects. As one discussion group argued,

The low level of take home pay for civil servants is not enough to cope with realities of working life, so people steal.

One officer put it more dramatically, saying, “A hungry man is an angry man.” Civil servants feel that they are not paid a wage that reflects the hard work that is expected of them, matches the wages of similar professionals in the private sector, or compares with other public servants.

Adding to this sense of injustice, officers feel that the government has ignored the recommendations of past assessments of wage. They believe that pay review commissions

have recommended up to a 50% increase in wages, which is then ignored. Only a 15% increase in salaries has been introduced in response to any report.

Civil servants then argued that **“There is so much tax on the salaries”, reducing a wage they already saw as small.** They requested that the taxable and non-taxable components of the salaries should be clearly spelt out so that they could understand exactly how much tax they did pay. Then they asked that these taxes be reduced.

**Civil servants protested against the numerous deductions applied to their wages.** More exactly, they protested at deductions for which they perceived no benefit.

First, **deductions for the National Health Insurance Scheme (NHIS) were thought to be wasteful, as the commensurate service is poor.**

A number of officers argued that previous state-level health insurance schemes had been both cheaper and more beneficial, and that the service should revert to reliance on such schemes.

Second, **there were many complaints about PenCom, the National Pension Commission.** There seemed to be a genuine fear amongst civil servants that their pension is in danger. At one river basin, we were told,

Retirement is supposed to be a pleasant experience. However, one can end up being hypertensive because of uncertainty of the future. Retirees might end up not getting access to their pension after many years of service.

Another discussion group noted,

Civil servants in this organisation claimed that they have witnessed former colleagues struggling for their pension with no results.

Officials argued that information regarding their existing balance is difficult to access, and their seemed to be many anomalies.

We heard from various groups that perceptions of PenCom’s failures led to corruption. Many officers believe that “life is difficult for pensioners especially in when it come to collecting their pension.” Another described how, “One has to go to Abuja to undergo a bureaucratic process in order to gain access to pension.” The expectation that there will be no funds available for retirement “makes civil servants corrupt during their years of service”.

As well as corruption, the perception of a weak pension fund reduces that likelihood that an officer will retire and adds to the ‘top-heavy’ structure of the service. As one discussion group outlined,

Most officers are scared of retiring. Civil servants feel there are no alternatives to generate income after retirement. Civil servants fear that they might not receive their pensions after many years of hard work. This is why officers declare false ages in order to work for more years than required.

**The number of heads of department was said to have become too large in many organisations.** This hindered communication and blurred the line of command. As one discussion group stated, “The number of heads in departments should be streamlined in order to achieve a system of effective decision making.” Thus, there should be more of a pyramid, rather than a “top-heavy” structure of management.

Adding to this, officers argued that there is a need to define more structure within departments. It should be made clear what the chain of responsibility is. “It is time,” we were told, “for managers to take responsibility for managing.”

Civil servants need to feel that their families will be looked after to be confident in their pension provider. We were told,

The families of civil servants need to be looked after even after they are dead. Once civil servants retire the government neglects their families and no one is fighting for the rights of such individuals.

Third, **the National Housing Fund (NHF) was criticised for not providing significant opportunities to civil servants.** The main complaint was that a certificate of ownership, a requirement of accessing the housing loans, is too expensive to secure without the loan. They argued that loans need to be made easier for civil servants. Such loans would reduce other problems officers faced, such as transportation challenges.

It was generally felt that “the privatisation of quarters was done poorly”. As one discussion group characterised it,

Those who were privileged to have quarters at the time of privatisation were part of the privatisation. What of those who were not privileged to be occupying quarters at that time? There should be cycling of houses. What happens to those who come to rural areas for service, such as on a secondment? Where can they access housing?

Fourthly, **some civil servants argued for car loans.** Financing for such a large investment is difficult to secure otherwise. Securing a car, particularly where civil servants have to travel long distances to work, is seen as a significant way to improve welfare.

**Civil servants were also keen to discuss allowances. These were said to be often unpaid, paid late, or incomplete.** This has a number of negative effects. “The non-payment of the first 28 days allowances discourages officers from relocating to other locations when transferred” we were told. Similarly, “Overtime allowances should be paid to teachers on duties because officers work beyond 4pm monitoring and coordinating students’ activities.” Otherwise, there is a disincentive for the teacher to undertake such additional work.

In conclusion, civil servants feel that they are rewarded poorly for the work they must undertake. Or as a civil servant put it, “If you expect much from us, much must be given to us.”

### *Inequality in reward packages is seen as unjust*

**Almost all civil servants we talked to not only felt that their rewards were unfair, but that the wide variation in reward packages across the service added to the injustice.** The variation in the reward packages ranged from those across organisations in the three tiers of government, across organisations within a single tier of government and across different cadres within a single organisation. For example, one officer told us,

Fair play has also been compromised in the service as management staff are more favoured while other officers feel marginalized.

Whilst another stated,

The lack of justice surrounding the inequality between civil servant wages and those of the political class also feeds corruption. Civil servants are being denied their rights while the political class are receiving millions.

Such perceived inequalities demotivates workers and “give people reasons to hold a grudge, steal, and not work.” As one officer succinctly put it,

If people work under unfair rules, they feel they should be corrupt.

Underlying this sense of injustice is the broadly held belief that,

There should be no disparity in the treatment of civil servants across the nation. Civil servants should be paid equally.

Starting with wages, **many civil servants told us that there should be an equal base salary for all civil servants within a particular tier of government.**

There is a widely held belief that this common wage should not deviate dramatically from the wages of the political class. There is significant anger across the service around the differentials between civil servant and politician pay. In fact, quite a number of officers argued that civil servants and the political class should not be treated differently.

There is also a relatively widely held belief that salaries should be more comparable with the private sector. As one civil servant put it,

The difference in salaries with those in the private sector encourages a less proactive attitude towards work.

This desire is in line with recommendations of a review of civil service reform in Southern and Eastern Africa. The review states,

Public service pay levels should be enhanced with the goal of enabling the government to recruit and retain competent staff in competition with other sectors.

**There are a number of reasons why officers feel equal pay is optimal.** First, if there is inequality, “people will want to move at all cost and it is not good for the system.” As one officer argued,

“Officers in different organisations should not be paid grossly different wages as it makes everyone rush for some organisations more than others.”

Such differences tend to draw the most talented away from areas of greatest need. As a health officer from a local government authority in Borno state told us,

Borno has the greatest need but the lowest salary, so there is a movement of trained nurses across the state border.

There were a number of other inequalities pointed out to be seen as unjust. **Some organisations felt they were heavily understaffed, whilst perceiving others as overstaffed.** There were demands that a ‘needs-based’ assessment of each organisation be done and staff be distributed “based on requirements”.

They also noted that “the car loans usually given to other government officers (immigration and military) are not given to civil servants.” This they “strongly condemn”.

**There was a lot of discussion of how non-sectoral staffs were treated relative to sectoral staffs.** For example, health officers versus non-health officers in health establishments, or academic versus non-academic staffs in academic establishments. For example, a non-sectoral staff in the education sector stated,

There are disparities between the condition of service of academic and non-academic staff in the academia. The retirement age for non-academic staff in the polytechnics is 60 years while it is 65 years for academic staff.

Non-sectoral staff felt that sectoral staff received preferential treatment. They believed that there should be a policy of equal opportunities.

One officer concludes this section by stating, “As in all aspects of the service, inequality is unfair and demotivating.”

## Solutions

### *Short-term*

The ‘Public Service Management Objective 1, Target 2’ of the ‘First National Implementation Plan for NV20:2020’ argues for “having in place, an attractive remuneration package for the entire public service by 2010”. This requires broad political support at budget time. Gaining this support requires solid arguments as to why civil servant wages should be raised.

Starting with the base rate of pay, **most civil servants believed that pay should be sufficient for the bureaucrats ‘needs’.** As one officer states,

Pay should be based on a ‘needs-based’ (“meet the needs of the family”) basis. Then if there is good evidence of an officer excelling, they should be given extra.

A minority of civil servants stated that to give the greatest incentive to staff, there should only be a low base salary with a steep increase in rewards as performance increased. Most officers agreed a starting salary that met some conception of needs. A number of officers argued that,

There should be a needs-based assessment of our wages. Take each component of our work and lifestyle as agreed to be a fair standard, and cost it out.

Thus, for each organisation, **the Office of the Head of Service should take an assessment of what a benchmark base wage should be for any officer in the service.** This would outline a baseline 'minimum wage' for the country. Such a baseline would ensure both a 'fair' rate of pay and a means of equalisation across civil servants. Often, grievances were as much to do with the lack of transparency around policies as their real effects. Providing a scientific platform on which to base minimum pay would play an important role in reducing frustrations.

**Officials were happy to add differential allowances on top of these base packages, depending on the different environments in which their colleagues were operating.** Thus, those sited in more expensive regions could receive a top up to reflect the higher cost of living. Those facing higher transport costs should be compensated adequately.

There was thus a call for salaries to be 'harmonised'. The demand was not always for equal pay, but rather 'less unequal' pay. Officers at the federal institutions, particularly those outside Abuja, believed there should be equal pay across federal institutions. State officials believed there should be greater harmonization across all three tiers, and local government officers were keen to harmonise with the state level. As one local government officer argued,

There needs to be a uniformed salary structure for civil servants across the nation. Salaries should be the same especially at the state and local government levels.

More generally, civil servants felt that **there should be greater standardisation over the reward package received by officials across the country.** As one discussion concluded,

It was observed that welfare services for civil servants differ from organization to organization. Consequently, civil servants are not entitled to the same welfare packages service wide. This exacerbates the growing feelings of discontentment in Civil Service. The specific areas indicated for improved staff welfare scheme include transportation, housing, bonuses, grants and loans among others.

**Having agreed a baseline 'fair' wage, the government can then make additions to this wage for those who deserve a greater income.** For example, those who must face hazards in their work might be paid a 'hazard allowance', which is perceived as 'only fair that they receive more'. For example, one discussion group noted,

It would be necessary to provide hazard allowances for field workers (engineers and extension workers) that go to remote areas for official purposes and are exposed to certain dangers (accidents/illness)

Applying the same argument to an academic setting, **those teachers who were involved in teaching nomads argued that hardship allowances should be reintroduced.** As one discussion report states,

Teachers who taught nomads or who taught in remote areas were given hardship allowances in addition to their normal salaries. This encouraged teachers in urban areas to take up teaching in rural areas. However, there is now a shortage of teachers in rural areas because the hardship allowance as an incentive is no longer available.

Part of the problem may be that information about how reward packages vary is limited, and thus rumours have created unfair perceptions. This is another area where better information may reduce frustrations.

To monitor and regulate pay differentials in the public service, officers recommended that **a central welfare committee should be set up in the service so that it can keep in check the welfare packages for all civil servants.**

Turning to allowances, **a simple step would be to provide greater information regarding the calculation of allowances.** One civil servant argued that “PenCom should reveal to civil servants the templates it uses for calculating the pension benefits of retirees.” As another civil servant stated,

It isn’t clear how the contribution is calculated. Statements used to be sent from the pension fund. This should be reverted to, and it should be made clear on these statements how contributions are calculated.

**Other officers urged PenCom to be more responsive.** One officer e-mailed PenCom and for four months they have been saying they will get back to her but haven’t. “The agents ‘tell stories’ and the overall service is poor” she tells us. Others in her discussion group warned us that,

Confusion is dangerous. The fear that nothing will be available in ones old age encourages corruption.

Thus, just as described in the above section, information is critical to alleviating the challenges with the prevailing system. However, information must be accompanied by a responsive agency. One discussion group characterises a typical set of complaints,

The new pension scheme has some lapses such as delay or lack of remittance of deducted monies to Pension Fund Administrators (PFA) by PenCom. There is so much bureaucracy in rectifying defaults with PFAs. Therefore the scheme should be critically reviewed as it holds the future benefits of civil servants. PFAs should regularly send statements of account to clients. Some officers still have zero account balance even after 5 years of deductions.

Officers mentioned that some pension fund administrators were not performing as expected. However, they are unable to change to others. Hence, **the pension scheme should be**

**restructured to allow officers be able to change their pension fund administrators when they don't get the expected services.** They argued that this will make all PFAs improve their services.

Many civil servants argued that the government should assist civil servants in procuring appropriate housing. Either,

Private developers can be contracted to build houses for civil servants and thereafter a payment plan can be arranged between the developers and the civil servant.

Or,

Officers requested that houses be built and allocated to them in an “owner occupier” scheme. Government should start by building the house, giving it, and then deducting the payment for that house from salary.

Given the limited number of officers accessing loans, many civil servants were puzzled as to “what happens to the Housing Fund deductions from civil servants salaries?” This bred further scepticism over the scheme, as it is generally seen as a means of reducing civil servants take home pay. This leads to a broader point. There are “multiple avenues for salary deductions, in respect of which civil servants demand accountability.” **Greater information should be provided as to the receipts and expenditures of these schemes.** This would help to undermine the common view that,

Money is squandered and then civil servants told there are no funds. Payments do not stick to the rules.

### *Long term*

In the longer term, civil servants felt that they might have to provide greater structure for their own improved welfare. **A number of discussion groups came up with ways in which civil servants would be more likely to be seen to ‘pay their own way’.** For example,

Each civil servant should have an account for deductions and provide conditions of accessing the funds in that account.

Then civil servants deductions would go directly towards fulfilling their own aspirations for their welfare.

Similarly, in the long run, civil servants want the NHIS and NHF reviewed and restructured to ensure greater transparency, greater access, and greater responsiveness.

**The ongoing reform of the pension office in the Office of the Head of the Civil Service of the Federation should be pursued with vigour.** As retiring officers over the years have been facing untold hardship due to non- or late-payment of their pensions and gratuities. The effort of government in this direction will minimise the fear of the unknown. However, to maximise its impact on currently serving officers, the success of these reforms must be widely communicated.

The local government pension offices in the states should be reinvigorated and repositioned to enhance the service to meet the needs of the retiring officers.

**There were a range of complaints about the structure of allowances.** For example, the leave grant, which is the allowance entitled to officers when they embark on their annual leave, should be paid in bulk to them instead of it being spread in the monthly salaries.

Similarly, the number of days grant for officers to embark on annual leave should be 30 working days as against the new rule of 30 calendar days because officers do not go to work place during weekends and public holidays.

Also, maternity leave for nursing mothers be increased from three to six months. “This will enhance concentration at work.”

When these issues occurred in organisations outside Abuja, there is the added complication that to deal with them there is a need to travel to centralised ministries. A number of officers suggested that,

There should be liaison offices of the [federal ministries] in the zones/states, so that civil servants can easily follow up and address any issues (promotion and conversion) in their vicinity instead of going to Abuja.

Similarly, officers argued for the establishment of zonal offices of the Office of the Head of Service of the Federation in the States’ capitals. This would facilitate the handling of personnel and welfare matters more effectively and more fairly, by bringing services to the officials who used them.

This point can be extended to a range of activities. For example,

There is need to organize promotion examinations in the 6 zones of the country instead of converging all officers on Abuja. This will improve the conduct of the examination, reduce the stress workers go through in going to write the examination in Abuja and invariably reduce the mistakes associated with the promotion processes.

Liaison officers for a range of organisations were said to also be means to channel communications more effectively across the country. Thus, such an idea feeds into many of the discussions above.

### **Recommendations: Welfare Package**

1. An equal base salary should be computed for all civil servants within a tier of government. This should be a ‘needs-based’ assessment of what any civil servant deserves as a minimum.
2. Differential allowances should be added to these wages based on the different expenses faced by different officials, the hazards or hardships officers faced, and so on.
3. The base wage, allowance schedule, and average wage rates across the Federation should be published by the Office of the Head of the Civil Service and communicated to all officers.

4. The wage of members of the political class should not deviate dramatically from that of a comparable civil servant with similar responsibilities.
5. To monitor and regulate pay differentials in the public service, a central welfare committee should be set up so that it can keep in check the welfare packages of all civil servants.
6. Allowances should be paid on time and in total. There should be a means for civil servants to flag when allowances are late or incomplete.
7. Taxable and non-taxable components of civil servant salaries should be more clearly spelt out in service pay checks so that officers can easily identify amount of tax paid. Moreover, taxes on PAYE should be reduced.
8. The Ministry of Finance should investigate the possibility of setting up 'pay-as-you-go' accounts for civil servants so that deductions from their salary are paid directly into an account that is then used for their future allowances.
9. Information regarding existing pension balances should be made easy to access at all times, most suitably on-line, along with the templates used for calculating pension benefits.
10. PenCom should publish a charter of service with penalties for breaking this charter. For example, if an officer does not get a response to her query within x days, she will receive an addition to her pension.
11. The service pension schemes should be restructured to allow officers to change their pension fund administrators when they don't get the expected services. Each pensions administrator should publish their own charter of service with penalties for breaking its commitments.
12. Civil servants should have access to car loans.
13. The National Health Insurance Scheme should be improved or scrapped. Previous state-level health insurance schemes that were more effective may have lessons for the national scheme.
14. The National Housing Fund should replace the requirement of a certificate of ownership with a cheaper form of liability. It should take more of an 'owner-occupier' form.
15. The National Housing Fund should publish audited accounts for its activities and publish these widely.
16. Mortgage finance should include officers stationed in the states at single digit interest rate (3%).
17. There should be a needs-based assessment of staffing based on requirements and the schedule of that organisation/department.
18. Liaison offices for each of the federal ministries and the Office of the Head of Service should be cited in the zones/states so that civil servants can address any human resource/welfare issues in their vicinity instead of going to Abuja. Potentially these could be cited in large federal organisations already existing in the zones/states.

## 5. Incentive Reward System

The system of rewards and punishments is not well understood by the service. This creates opportunities for manipulation. There is an asymmetry between rewards and sanctions in the service. Despite the skew towards sanctions, many of those causing setbacks in the service go unpunished. Systems of recourse for all levels of staff should be developed. Systems of reward should be expanded and broadened to include a wider range of bonuses.

### Observations

#### *Many of those causing setbacks in the service are not punished*

It is generally felt that there is a need to overhaul the reward and punishment system of the civil service. First, officers in many organisations argued that **it is not clear what the system of rewards and punishments is**. Some officials argued that current staff manuals were out of date, and thus that no current rules existed. Others argued that the Civil Service Commission rules did not apply to their institution. It is thus felt that “punishment is subjective as there seems to be no constitution governing it.”

Obscurity of existing rules provides officials with room for manipulation. This shifts power towards management staff without proper checks and balances protecting more junior staff. This is seen to be derogatory to the effective functioning of the service. Junior staffs were keen to have a more equal relationship between different seniorities of staff.

**There exists an asymmetry between rewards and sanctions in the service.** As one local government official stated,

There is actually no reward system in place but disciplinary actions are numerous.

Our discussions with management implied that across the service, “No workers were rewarded when targets were met”.

Often the disciplinary actions are not targeted at the guilty officer. **Officers complained that disciplinary action is arbitrary and has lost credibility.**

Officers argued that **many of those causing setbacks in the service are not punished**. This is for a number of reasons. Managers told us that “most MDAs [Ministries, Departments, and Agencies] do not enforce disciplinary actions so there is a prevalence of indiscipline in the service.”

Second, non-merit based selection of officers leads to poor performance. As one officer states,

When someone comes in through a higher-level officer, they will not listen to their immediate supervisors, as they have a godfather.

Those officers who are 'favoured' do not fear punishment. According to our discussions, this is a widespread practice, with many groups stating, "There is so much god-fatherism in all spheres."

**This lack of accountability occurred at the organisational level as well.** Organisations were typically not punished for poor performance. More broadly, there is no learning process around why organisations that performed poorly were doing so, and what could be done about it. There is a need to enhance systems that support organisational learning.

### *There should be a system of rewards for bureaucrats that excel*

Whilst sanctions are arbitrary, rewards are close to non-existent. There is a lack of synergy between reward and performance. One officer stated that,

In the Civil Service, superiors do not recognise the effort put in by subordinates. Subordinates are not usually rewarded for their hard work.

We thus had many officers asking us rhetorically, "why should we put in hard work when we are not rewarded for it?" Even when an officer merely wants the satisfaction of a job well done, this can be taken away from her. Illustrating this, one officer told us,

Those civil servants who come up with good initiatives do not end up executing them. Instead, superiors hijack these initiatives and assign other officers to execute them.

There is **general agreement on the need to develop a system of awards for bureaucrats that excel.** As one officer stated, "Additional rewards should be given to those who exhibit exceptional performance." This might not be excellence in performance on their specific duties, but excellence in their support to colleagues, in their treating their administrative duties, and so on. These broader aspects of a civil servants work were seen as critical to an effectively functioning service.

**There was also a discussion of how good, but not excellent, performance should be rewarded.** It is felt that when an officer does well in her daily duties, again using a broader definition that includes support to colleagues and so on, this should be rewarded. There thus needs to be a two-tiered reward system. One for standard success, and one for the more exceptional successes that should be highlighted as such.

## **Solutions**

### *Short-term*

An officer summarises how many officers felt about existing rules,

The solution to [poor service delivery] is to enforce proper discipline for offenders and reward hard working individuals appropriately.

The solution, they argued, is to **ensure that every institution has an up-to-date document of rules, regulations and sanctions**. This should be made publicly accessible. As one discussion session noted,

Proper rules for the Civil Service need to be established. There needs to be one document for Civil as well as Public Service rules in order to avoid confusion. These rules can also be reviewed every 5 years.

Once again, there is a need for clear communication of existing regulations. **Review of existing rules for reward and punishment should be done by all organisations in consultation with staff**. If there are gaps in the rules, the rules should be updated, again in consultation with staff.

**These rules should then be communicated to all staff in an accessible manner**. Clearly, existing rules for communicating organisational rules are failing. Management staffs need to identify new mechanisms for communicating rules around reward and punishment. Many staff were keen to have more opportunities to communicate and learn from top management. Thus, a more 'hands-on' approach to communication may be appropriate for many organisations.

**When management does fail, there is currently no mechanism for recourse**. This implies that failing organisations are stuck between poor management and poor communication. All officers can do is watch their organisation break down. As one officer put it,

The heads of MDAs are insufficiently monitored, this hinders accountability.

Various mechanisms were suggested to resolve this. First, "officers should be given the power to take their immediate boss to arbitration court to change the power dynamic between staff and different tiers of management."

Next, there should be "**frequent general meetings where people can subject their minds fairly and freely**." These would facilitate a "decentralisation of the leadership of this organisation" where "members of staff should also have a say in the decision making process of the organisation". Potentially these could be chaired by independent arbitrators. In fact, a number of discussion groups suggested that "there could even be more surveys like the Civil Servants Survey." As one officer noted,

Teams of supervisors should be sent to Federal Government MDAs to checkmate what is happening quarterly

**There were also calls for an independent arbitrator to which any officer in the service could take their complaints and issues in confidence.**

"The only concern," as one officer put it, "is how to protect the fearless that speaks out." There needs to be systems of confidentiality in each of the above mechanisms that ensure civil servants are protected when they complain.

This idea of interactive assemblies between management and civil servants was extended by a number of discussion groups. Wherever there is a management hierarchy they said, there should be an interactive forum for improved communication and feedback. For example, "there

should be regular interaction between teachers in the local communities and states and officers in the Federal Ministry of Education.”

More generally, these interactive assemblies could facilitate more inclusive policy making. As one discussion report states,

It was said that national headquarter office often conceptualized projects/programme without inputs from the Management Team in the States.

Now we turn to rewards. The rewards suggested in our discussions were diverse. Many suggested that the **exceptional officers be recognised during the presentation of National Merit Awards**. As an officer states, “Such awards should be given to all grades of civil servants, and that they would provide motivation to civil servants.” A couple of officers suggested these be given out during Civil Service Week, along with commendations and other more minor awards. Some officers argued that some sort of awards be given out more regularly, such as monthly or quarterly. Clearly, highlighting the activities of exceptional officers provides opportunities for awareness creation and value reorientation.

**Suggestions for individual reward schemes ranged from greater responsibility, greater freedom to make decisions, increased pay, more office space or an individual office, to letters of commendation.** As one officer noted,

Money should not be the only incentive for efficiency but written recommendations and promotions would be much appreciated by members of this organisation.

All civil servants felt that such rewards would improve their motivation and create a more effective civil service.

Civil servants can also set up informal reward systems. At one polytechnic we visited, the management was said not to recognise staff for their hard work, so the lecturers got together to set up awards for the most outstanding members of staff.

### *Long term*

**The Public Service Rules should be amended to ensure greater symmetry in rewards and punishments.** Current rules seem to produce a significant asymmetry in which punishments are common, albeit ad hoc, and rewards rare. Thus, a new rule should be made so that the number of formal punishments is not higher than the number of formal commendations. Of course, more commendations can be given than punishments.

Reward and punishment are also very specific to the culture of an organisation and its staff. Thus, **innovative ideas for reward and punishment should be more widely shared amongst managerial staff.** The Office of the Head of the Civil Service should identify and communicate best practice in reward and punishment in the public sector. This could happen through a national conference on the issue, or through identifying ‘reward champions’.

### Recommendations: Incentive Reward System

1. All organisations need to review existing rules for reward and punishment and ensure they continue to apply. If not, they should be updated in consultation with organisation staff. These rules should then be communicated to all staff in an accessible manner.
2. The Office of the Head of Service should ensure that every institution has an up-to-date document of rules, regulations and sanctions. It should work with those organisations that have not to define new rules based on best practice from across the Federation.
3. There should be proper enforcement of these rules by all organisations. Intermittent reviews of enforcement should be performed by the Office of the Head of Service.
4. Officers should be given the power to take their immediate boss to arbitration court to change the power dynamic between staff and different tiers of management.
5. An independent arbitrator should be appointed to resolve disputes between officials and their bosses.
6. Organisations should be expected to hold frequent general meetings with all staff that are structured so officers have a say in the decision making process of the organisation. For example, major organisational decisions should be tabled for discussion at these meetings.
7. The sector ministries should set up interactive assemblies with all their frontline workers. For example, the Ministry of Education should make provision for regular interaction between teachers in local communities and states. All major policy decisions should be fed through these interactive assemblies.
8. Exceptional officers should be recognised during the presentation of National Merit Awards. Their contributions should be communicated widely in publications of the Office of the Head of Service.
9. A new series of more minor awards should be given out during Civil Service Week to honour 'life-long service of excellence', 'innovative service', and the like. The stories behind these contributions should also be publicised widely as best practice.
10. A monthly or quarterly 'Civil Servant of the Month' program should be set up that highlights the activities of an exceptional civil servant within the service.
11. A new rule should be enforced by the Head of Service that punishment's can only be given out as frequently as commendations (but not vice versa). Evidence that there is relative symmetry between rewards and punishments in the service should be provided to the Office of the Head of Service on a regular basis.
12. Individual reward schemes should be broadened from commendations to include greater responsibility, greater freedom to make decisions, increased pay, and greater office space.
13. Management should be trained in proper application of rewards and punishments as well as in innovative forms of reward and punishment, such as those mentioned above.
14. The Public Service Rules should be amended so that the number of formal punishments is not higher than the number of formal commendations.
15. Civil servants should set up their own informal mechanisms to reward their colleagues.

## 6. Performance Management System

A third of the organizations interviewed do not track the performance of their employees. Notwithstanding, provided a credible system of performance evaluation could be built, civil servants were keen for performance management. The evaluation system should be based on confidential peer-review by customers, colleagues, and managers. A system of organisational performance rewards should be designed in conjunction with an individual-based scheme. These schemes should be piloted before wider scale up to the service.

### Observations

#### *There is strong demand for performance management*

Much of the discussion of rewards in the previous section focussed on the discretion of management when rewarding their employees. However, this may leave many civil servants with no bonus in their reward package, and thus little added incentive to perform. Rather, a more comprehensive system of rewards based on broader assessments of performance may be required.

**The first step in producing an effective performance reward scheme is the measuring of performance.** This would require “detailed targets and objectives are clearly stated” to act as benchmarks by which performance can be judged.

**Officers who believed performance could be measured were happy to have individual incentive schemes.** Officers who believed that “determining performance is so difficult in our jobs” were less enthusiastic. Thus, the critical point in this debate is whether an effective and trusted method of monitoring can be put in place.

Officers were keen that a system is devised “free from bias”. The current method of assessment by promotion exam is seen as inadequate. The exam has little bearing on an officer’s true work performance. Similarly, paper qualifications were not always an accurate representation of an official’s contribution,

The emphasis on paper qualification as oppose to how much experience an individual has on the job hinders professionalism.

The officers were keen to stress that **the current system of Annual Performance Evaluation Report forms is inadequate and subjective.** First, the focus of the evaluation is self-assessment. There needs to be a broader evaluation of an officer than this. Second, managerial staffs feel that they cannot mark officers below B (typically related to an assessment of ‘Very Good’ on a scale of A to F). This is because such an action is seen as a criticism of an officer’s work, and as the form is public, this will become known. Confidentiality is thus key to effective performance evaluation. The reticence to mark below B is also because “you cannot mark someone down

when we are not paid a living wage.” **Putting in place a performance management system is therefore a complex interaction between measurement, confidentiality, and credibility.**

When questioned as to how one might reconcile the thirst for performance pay we observed and the equalisation of wages, there were a number of answers. The first was that if differentials were allowed to get too large, this would damage incentives in the rest of the service. Thus, performance pay could only ever operate within selected bands.

Other civil servants argued that these were separate issues. If the base package is the same, they would have no problem with higher salaries for high performers.

### *Performance pay at the organisational level*

**A number of discussion groups touched on the possibility that performance pay could operate partially at the organisational level.** Thus, a civil servants wage should be partially determined by the success of the entire organisation. This would align civil servants incentives with broader organisational progress. It would also ensure that civil servants in successful organisations did not receive vastly different wages.

This point leads us to a wider theme. In the management surveys **we heard how there is little organisational learning.** Almost all managers stated that “if our organisation isn’t achieving agreed results, often nothing happens”. Similarly, they argued that nothing would happen if “a person in this organisation accepted money or a present from someone who came to them with a problem”. From our discussions, it seems that very few organisations keep key performance indicators, and those that do collect them only infrequently and almost never “use performance or quality indicators for tracking the performance of its employees”.

Performance pay could play a role in improving the way the organisation learns from mistakes. If civil servants pay is determined in part by the capacity of the organisation resolving issues, there will be a greater incentive to learn.

**At a more general level, organisations budgetary allowances could be determined in part by past performance.** This is strongly supported by a minority of civil servants who felt that only performance pay at the organisational level could ensure management were focussed on performance. This would have to be combined with a ‘safety net’ for organisations that were systematically failing.

## **Solutions**

### *Short-term*

Given the complexities in implementing performance pay as described below, there is little in the way of short term solutions. However, **there is an opportunity for a small number of organisations to pilot performance pay,** or any aspect of the below structure for performance pay, before it is tried more widely.

### *Long term*

Much important work on performance pay has been performed by existing initiatives of the Office of the Head of Service and for the NSPSR. The comments here should be seen as complementary to these efforts.

In response to the need for a credible monitoring scheme, many officers suggested monitoring by peers and customers. Summarising one such discussion, an officer notes,

Measuring or evaluating staff performance is already problematic, as no objective evaluation is done. Officers will fill forms anyhow just to get a promotion. If we can't get a system of objective evaluation in place that is trusted by the majority of staff, how can we think of starting performance pay? Rather, start by creating a credible and independently verified system of evaluation. Immediate supervisors should be monitored by their supervisees. For example, [teachers should be monitored by] their 1) superiors, 2) colleagues, and 3) students (above, side, below).

Thus, **officers want peer review from all stakeholders in their work**. For such a system to work, officers must "monitor without bias". It was noted that,

Corruption still persists in the service because officers do not checkmate one another. This is so because officers do not want to be blacklisted by their superiors and colleagues.

**Addressing this would require sufficient confidentiality in the process and proper engagement with customers**. It would also require the OHCSF to provide an independent platform for peer evaluation. Where officers had divergent scores, this would be a reason for investigation by this office.

Such a system could feed into the need for a confidential complaints procedure for staff. Another officer stated,

Officers noted that the prevalence of corruption in the service is because there is no freedom of expression. Irregularities are not checked because officers condone one another's wrong-doings. This is so either because of the fear of being victimized or being blacklisted.

The confidentiality of the system would be critical to its success. Officers would have to trust that their input would be kept secure for them to report misdeeds.

Another system of monitoring that was promoted was the re-engineering of 'morning lists' in combination with new disciplinary committees saddled with the responsibility of punishing officers that delay the movement of files. One officer argued that improved indicators of embezzlement and service delivery should be tracked so to highlight where funds are going missing.

Other officers went further than policy change to demand protective legislation. An officer stated,

There needs to be legislation that protects workers from their superiors. Officers who point out fraudulent or corrupt practices can be hunted down within their organisations before the proper authorities take action.

Fundamentally, until a monitoring system is in place that civil servants can trust, no performance-based system of punishments or rewards can be put in place. However, once this is achieved, **there is demand for some form of performance-based rewards**. A report from one federal ministry illustrates this,

There is definitely a need to reward those who do the work as against those who are lazy, come to work late, and are unserious. Those who excel are currently not rewarded. Thus, a committee of civil servants from all grades should be put together to investigate the feasibility of performance management.

To investigate performance based pay requires that we assess the base rate/s of rewards for civil servants, discuss levels of performance at which bonuses are given, and determine what those rewards might be.

Turning to performance pay at the organisational level, the Federal Ministry of Finance should pilot **a scheme in which organisations budgetary allowances could be determined in part by past performance**. Utilising a small portion of the budget as available to organisations in future budgets dependant on performance, this would add a degree of explicit competition to budgeting.

### **Recommendations: Performance Management System**

1. The first step in implementing a performance management system should be the instigation of a confidential evaluation system based on peer review. Until such a system is in place and believed to be credible by a majority of staff, performance pay will not work.
2. Once such a system exists, pay should be made partially dependant on the evaluations in this system. Communication of the system and structure of rewards will be critical to its success. Officers will only respond if they are fully aware of the implications of the scheme.
3. A small number of organisations should pilot performance pay and the components of the structure around it before the scheme is scaled up to the service more generally.
4. The Ministry of Finance should pilot a scheme in which organisations' budgetary allowances could be determined in part by past performance.
5. The Monitoring and Evaluation Office of the Budget Office of the Federation needs to be empowered for broader and more robust assessments of organisational performance that will lead to improved learning outcomes. Indicators of organisational success should be integrated into the Medium Term Sector Strategy process and potentially officer salaries.

## 7. Career Progression

Career progression is not currently based on merit. Neither training nor talent determine promotion. Federal Character and pooling, as they are currently set up, misdirect talent. Promotion should become part of the performance management system, should be more frequent, and should have a maximum time limit.

### Observations

#### *Career progression is not currently based on merit*

At the heart of a professional service is a system of career progression that supports both management structure and the mechanisms for rewards and punishments. Career progression should be structured to nurture talent, incentivise effective work, and channel effective managers into management positions.

Many officers in the service feel that their current system of career progression fails to achieve any of these. Many officers believe that **career progression in the service is not dependant on talent**. As one officer puts it,

Promotion is not based on merit. Those who are most qualified do not necessarily get promoted.

The talented are not provided with greater opportunities to develop that talent or placed in special promotion schemes.

**Officers also felt that those who invest in nurturing their own talent do not find their efforts rewarded in improved career progression.** Officials who undertake qualifications outside of the civil service find it difficult to convert from one cadre to another, despite having the relevant training, or upgrade to a salary grade level that reflects their new qualification.

For example, officers entering the service with diplomas are placed on the executive cadre and start their career as junior officers (placed on SGL below 7). The career prospects for officers on this cadre are perceived to be limited. Hence, some officers undertake further studies to obtain BA/BSc. It is expected that an executive officer on SGL 6 who now obtains a BSc. in Accounting will be converted to an account officer and be upgraded to SGL 8. However, we were told by officers in this position that “it is not easily obtainable”.

Now we turn to promotion. Promotion can act as an incentive to work, being part of the package of rewards an officer receives for good work. Given this, many officers feel that **promotion, or the opportunity to be promoted, is not regular enough**. Thus, it does not act as an effective reward or motivator. As one discussion session concluded,

In this organisation, public servants did not seem to have a steady system of career progression. Officers who have served for up to 10 years do not gain promotion.

Civil servants see this lack of promotion as making an officer “stagnant”. We were told that this “has created negative attitudes to work.” Officers feel that they are not progressing in their careers, and so no longer feel there is an incentive to work hard. They become demotivated. As one officer put it, you can stay up to 10 years in one grade, and this can “kill someone’s spirit”.

**Officers feel that they will be passed over for promotion even when it is deserved.** “Passing promotion exams does not guarantee one promotion,” an officer told us. There were complaints about a series of disconnects in the promotion system. Promotion exams do not reflect an officer’s ability to work, nor do they assure you promotion.

Even when they receive a promotion, officers feel the process can be slow and often incomplete. For example, one civil servant told us,

Members of staff claim that an officer’s promotion could be delayed for up to two years. The government avoids promotion due to the financial implications.

To speed up the process of converting an award of promotion into actualized benefits, civil servants must undertake significant efforts. One officer describes the lengths she must go to in securing the benefits of her promotion,

To worsen this situation, promotion benefits are often not effected until the civil servant pursues the process at the headquarters (Abuja). In a bid to ‘push the files’, the hazardous trips to Abuja are made frequently without much success and at the detriment of the work schedules.

Clearly, such a system is not professional. Civil servants want promotions to start at a specified date, after which all benefits should be accrued. Database management should be improved, as discussed above, or liaison offices should be instituted in all regions for follow up, as will be discussed below.

Finally we turn to the channelling of talented managers into management positions. There is a general feeling, particularly in those organisations that have most significant challenges to fulfilling their responsibilities, **that promotion is based on connections**. Civil servants from across Nigeria complained that non-merit promotions gave influence and control to individuals unable to handle it effectively.

One discussion group outlined what is determining promotions in these failing organisations,

Promotion should be based on merit and not based on connections. Certain individuals get promoted not because of experience or hard work but because they are aligned with certain members at the top of the organisation.

These individuals are then unable to effectively manage their remit, which has negative effects on all their colleagues.

Not only does such a system hamper service delivery, but it frustrates civil servants who deserve the promotions and degrades their colleague’s belief in the promotion system.

A very general complaint amongst nurses that **the “structure of healthcare management seems a little unjust”**. They felt that “nurses cannot become director and are skewed away from being assistant directors.” At the same time, many doctors are given management positions. As one discussion session noted,

In one department for instance, there can be 10 heads of department without any assistants. The hospital is run by different professionals but during leadership selection, only medical doctors are chosen to head departments.

This was said to be inefficient, blurring the lines of command, as in the ‘top-heavy’ management structure described above. Thus, nurses believed they should have the same career progression as doctors.

**A number of officers in the education sector were keen that terminal grades were made consistent between organisations.** As we were told, “The terminal grade level for nurses in polytechnics is 13 unlike their colleagues in other organization who terminate on 15.” Similarly, “The terminal grade level for artisans in the colleges of education is CONTISS [Consolidated Tertiary Institutions Salary Structure] 6, this they propose that it be moved to CONTISS 8 as is applicable to their counterparts in the universities.” Finally, one discussion group stated that,

The terminal grade level for library officers should be moved from CONTISS 14 to that of the academic staff. So also those of the secretarial and security staff should be moved from CONTISS 12 and 8 respectively to higher levels.

**Officials from a range of organisations were keen to ‘democratise’ the selection and career progression of the chief executive officers.** As one college of education told us,

The academic staff unions of colleges of education propose that the post of provost should be a single term of 5 years. In addition, there should be 2 deputy provosts (academic and administration) in all colleges of education.

Similarly, at one polytechnic we were told,

The appointment of CEOs in polytechnics needs to be democratised. The leadership of the polytechnic needs to be fixed instead of the renewable 4 year term. This would prevent ‘dictatorship’ in the polytechnic.

These are representative of a broad call for chief executives to have a fixed term and to be part of a broader power base.

### ***Federal Character and pooling systems are misdirecting talent***

**Overarching all of this is Federal Character, which has negative connotations for many officers.** Either it is not being implemented effectively, or it should be “deemphasized”. As one officer put it,

Convert to a real use of federal character, or rather get rid of this system completely and use a meritocracy.

We were told many times that, “Federal character is not really being reflected in staffing decisions.” Rather, “It is who knows who and ‘how much you can say ranka dede’.” Thus, the system provides a platform for nepotism.

At the same time, even if the system is implemented properly, **many officers felt Federal Character limited the rewards for talent and misdirects talent.** As one officer stated,

People are picked and blessed into a position because they are the ‘right’ sort of person. They then try their best to fit into that position but often are unable to perform.

Finally, there was a broad discussion of the pooling system, particularly in central ministries. There is certainly support for the system, as it allowed officers to experience different work environments and create broader networks. However, there were criticisms of how it is implemented. Building on our discussion of developing professionals, **civil servants believed that transfers should not be random, but rather place officers in jobs that would engage their professional skills and develop them.** As a discussion group concluded,

Individuals felt that transfers should not be random. Officers should be transferred to relevant ministries. For example, engineers should be transferred to ministries that require the expertise of engineers.

Roughly a third of civil servants who spoke on the subject spoke out against the pooling system. As one discussion noted,

The first group stated that mass transfers conducted by the OHCSF (Office of the Head of Civil Service of the Federation) had a negative effect on the productivity of some departments. For example, the PRS (Planning Research and Statistics) department is still trying to recover from this move. Mass transfers affect productivity in the sense that officers have to start learning how things work afresh in their new postings. In some instances officers get demoted to lower grade levels due to transfers.

However, some cadres of staff were much more likely to complain. Almost all budget officers complained that they should be stationed in budgeting positions and no other. They told us how they had built up their capacity in the Budget Office and then transferred to positions that did not allow them to utilise these skills. Of particular importance to these officers is the professionalization of the Budget Office of the Federation.

Female officers in particular complained about the ills associated with random staff transfer. As a discussion session noted,

There are times where marriages are broken because one of the spouses (especially females) has been transferred to locations other than where the rest of the family resides. Hence due consideration be given to marriage officers during transfer processes.

## Solutions

### Short-term

In one state ministry of health, officers felt that career progression is well managed and provides substantial motivation. Staff are duly promoted, converted, and upgraded at the appropriate time. Thus, effective career progression is possible in the civil service. **Positive examples of how career progression might be effectively handled should be communicated widely.**

However, more structural changes will also be required. A number of officers argued that,

A set time for promotions should be established. For example, officers should be eligible for promotion every 4-5 years.

**This would be a baseline that would ensure that all officers were guaranteed a promotion after a certain number of years of service.** However, officers suggested that high performers could be promoted more regularly.

One problem an officer highlighted with this system is that you will quickly run out of grade steps. Thus, **there may be a need to create 'sub-grades' such as 5-1, 5-2, 5-3, etc.** This will provide greater scope for continued promotion.

Particular cadres of civil servant were keen to **eradicate terminal grade levels.** Quoting liberally from another discussion session,

Officers stated that they are not being promoted regularly. This is because of the terminal salary grade level for different cadres. For instance a driver who has attained salary grade level 7 cannot be promoted to higher grade levels even when he still has many more years to put in the service, so also a secretary cannot advance beyond grade level 14 even with more years to put in the service. This brings in stagnation in the civil service. There was a driver who mentioned that he had been on grade level 7 since 1992 but cannot advance any further. These terminal grade levels be reviewed and restructured.

Part of the issue with the frequency of promotion is that information on promotion is difficult to gain. Thinking back to our discussion of the need for improved data on human resources, **there is a need to make clear *who* is eligible for promotion, *when* the promotion exams have been scheduled, and *what* the rules around promotion are.** Improved data doesn't merely mean computerisation, but rather information dissemination. As one officer states,

Information about promotion exams should be circulated properly by posting notices and sending out letters to staff who are due for promotion.

### Long term

To ensure such upgrades and conversions occur without "delay and irregularities", officers want "**a central body that handles conversion matters in the civil service**". This might be housed in the Civil Service Commission.

There is a desire from officers that **career progression is linked with the performance management system**. Thus, those officers who receive positive feedback on their performance are more likely to be promoted than others.

Building on this, **it is not clear where the service lies on the linking of pay and responsibility**. It seemed that many officers would be happy to delink promotion and pay. In that case, officers could be rewarded with greater responsibility and authority as a substitute for greater pay. However, there is also a demand for 'fairness' across grades, which might complicate matters. This is certainly an area for further investigation.

### **Recommendations: Career Progression**

1. Positive examples of how career progression might be effectively handled should be communicated widely by the Office of the Head of the Civil Service.
2. The Office of the Head of the Civil Service should regularly publish and communicate to relevant officers who are eligible for promotion, when the promotion exams have been scheduled, and what the rules around their promotion are. Information about promotion exams should be posted in all relevant institutions and letters should be sent to staff that are due for promotion.
3. A set maximum time for promotions should be established, after which officers are guaranteed a promotion.
4. Sub-grades should be created, such as 5-1, 5-2, and 5-3, to provide scope for continued promotion.
5. Transfers across the pool should not be random, but rather place officers in jobs that would engage their professional skills and develop them. Transfers may rather be demand-led or clearly in support of the professionalization of the transferring officer.
6. All chief executives should have a fixed term of 4 to 5 years.
7. All chief executives should have deputies that share the power to make decisions for the organisation.
8. Terminal grades should be made consistent between organisations. A panel should be set up to investigate inconsistencies between terminal grade policies at different organisations. They should also investigate whether terminal grades should be scrapped altogether.
9. The Budget Office of the Federation should be professionalised to have its own fixed pool of budget officers. Secondments can be made to the Budget Office but the Director General of the Budget Office should have significant control of staff postings in the Budget Office.
10. A central body should be set up that handles conversion and upgrade matters in the service, as well as fielding complaints regarding delays and irregularities in these matters. This might be housed in the Civil Service Commission.
11. Once a performance management system is in place, promotion should be linked to performance.

## 8. Succession Planning

**A healthy system for developing talent requires a steady stream of new recruits. However, hiring in the service has been severely restricted in recent years. Where there has been recruitment, it is felt that it is often not based on merit. There should be a revitalisation of recruitment and the development of a ‘fast track’ scheme for talented new recruits. Organisations should be given more flexibility in attracting and retaining high performing officers.**

### Observations

#### *Healthy recruitment is at the heart of healthy career progression*

The service requires overlapping generations of civil servants so that older generations can mentor younger ones. This ensures that important information is passed from generation of civil service to generation, and that budding talent is fostered.

**A healthy system for developing talent requires a steady stream of new recruits.** However, hiring in the service has been severely restricted in recent years. This means that there is a ‘top-heavy’ service in which there is little opportunity to nurture the next generation of management. As one officer states,

The Civil Service needs to be overhauled. The top cadre is full, the middle cadre is lean and the bottom is vanishing because young people or fresh graduates do not want to work in the civil service. Those few young ones who work for the civil service are there due to connections.

Another officer added,

There is a need to recruit young graduates both to improve productivity and to pass on the skills and knowledge of the current generation.

Combined with this, officers believed, “In order for the government to transform the service it needs to fish out those that are due for retirement.” This would give talent the space to move up the service. Doing so fairly implied that “the government needs to create more options for civil servants during retirement so that life can be more comfortable for retirees.”

**Limited recruitment also puts an increasing burden on existing staff.** In one hospital we visited, it was said that staff have not been recruited since 1998 despite “the fact that staffs have been lost either by death, retirement, termination or transfer new members have not been recruited to help the overburdened staffs.” Many medical establishments, as well as other organisations, complained that staffs have to spread themselves over an increasing workload, endangering quality.

**Where there has been recruitment, it is felt that it is often not based on merit.** As one official described it,

The recruitment policy in this organisation needs to be checked as incompetent staffs are being recruited. Nepotism and favouritism needs to be stopped.

Or quoting from a discussion session at one medical facility,

Recruitment does not follow due process. Rather, it is based on who you know not your qualifications or merit. This results in the wrong people being in the wrong place. For example, laboratories in this organisation are manned by those who have not had the relevant training.

The same discussion session offered a vision of what they hoped recruitment would become,

Put aside personalities and advertise for a post fairly. Streamline the list to those qualified along relevant indicators. Interview this streamlined list and ensure the person who is successful at interview is taken up. The whole process should be backed up by evidence.

### *Leadership*

There is a **general feeling that the civil service needed to inject new dynamism into its organisations.** Many officers told us they felt the young should be able to “assume leadership positions”. More generally, there is a need to foster and cultivate ‘reform champions’. As it states under Vision 2020’s objective to “institutionalize succession planning and career management”, the service needs to put effort into “identifying and strategically placing reform champions”.

One way of doing this would be to **start a form of ‘fast track’ scheme for promising new recruits,** accessible to all those who could prove themselves worthwhile. This scheme could provide them with additional training opportunities and responsibilities. At the end of the scheme they would graduate with no commitment that they would be recruited faster. However, the additional opportunities would provide them with chances to display leadership skills.

No such scheme currently exists. Managers at most MDAs [Ministries, Departments, and Agencies] we visited stated that they are unable to retain highly performing officers. There is a feeling that **organisations should be given more flexibility in attracting and retaining high performing officers.**

We heard how the “inability to source and recruit talented professionals cripples service delivery.” We also saw the benefits of greater flexibility. For example, the chief executive of one hospital we visited told of us of how control over recruitment has revolutionised her capacity to serve the organisation’s customers.

## Solutions

### Short-term

**There seems to be strong arguments for revitalising recruitment.** The Civil Service Commission should increase the number of new recruits in line with the needs-based assessment of skills discussed in section 4. That recruitment should be based on current requirements – how many skills currently exist in the organisation - and the schedule of that organisation/department.

One discussion group added that when recruiting, **information about the service should be available to recruits,**

[They] felt there needs to be a general understanding about placement and promotion in service. For instance, a fresh graduate ought to know what grade level she would attain in joining the service and how long it will take to get promoted.

### Long term

However, there is a divide between those officials who believed organisations should have more control over recruitment, as they were best placed to make staffing decisions, and those who felt it should be an independent panel. The latter group felt that independence would reduce the political nature of recruitment. **A halfway house between these two is that an independent arbitrator is involved in an organisation's staffing decisions.**

One officer calling for the former system argued, "The Civil Service Commission needs to interview individuals and award positions based on merit and qualifications."

**Whatever system prevails, it would also have to deal with perceived inequalities in entry points.** Officials believe that there is little standardisation of what point in the service an officer enters. Rather, it is based on "negotiation and when you know or where you came from or what religion do you practice". "With this attitude," the officer continues, "poor performance of such personnel will be observed."

## Recommendations: Succession Planning

1. The Civil Service Commission should revitalise recruitment. Recruitment should be based on a needs-based assessment of skills relating to current requirements and schedule.
2. The Office of the Head of the Civil Service should develop a 'fast track' scheme that provides promising new recruits with additional opportunities for training and project management.
3. Organisations should be given more flexibility in attracting and retaining high performing officers. They should be able to recruit some proportion of their own staff.
4. All appointments made by an organisation should involve an independent arbitrator.
5. The Office of the Head of the Civil Service should publish statistics on the entry points of new recruits and provide justification for any variation.
6. Nurturing of leaders should also ensure sufficient number of competent officers enter leadership positions, through effective promotion.

## 9. Information, Communication and Data Management

45% of managers believe that the collection and use of data is of no importance in their organisation. It is recommended that since the use of data is a powerful information tool, there is the need to sensitise managers to the value and role of data. There is also the need for a centralised information portal and a resource centre in MDAs for effective centralisation and dissemination of government programmes and policies. This will help improve information and clarify procedures in government establishments. In this light, therefore, government offices should be connected to the internet for efficient delivery of services.

### Observations

#### *Free and effective information flows could have significant benefits for the service*

An area where there could be rapid reform at relatively limited cost is the provision of information. **Civil servants across Nigeria felt that information about their duties, their working conditions, and the projects on which they're working is currently difficult to access.** As one discussion group characterised it,

There is no proper channel of communication in the service. Officers are not usually sensitized about government programmes and policies.

Similarly,

There is no schedule of duties to guide staff members as to what their official responsibilities are. Officers have no idea of when they are to receive training or what level they are to be in 10 years.

Throughout this report we have seen examples of where improved information provision is key to better performance. **There is a demand for "free and effective flows of information in relation to developments in the civil service."**

Such 'free and effective flows' would have a number of benefits. First, **it would improve the knowledge base of civil servants.** This could improve their understanding of their departments and organisations work, and thus how they can best fit into that scheme of work. As one officer puts it,

Members of staff are not familiar with ongoing projects. Team work is also lacking among members of staff and needs to be encouraged.

Hence, adequate orientation and sensitization on government programmes and policies be given to all civil servants "especially those located outside the FCT [Federal Capital Territory]". By providing civil servants with greater knowledge, this may lead to greater collaboration and team work.

Effective communication of officers' duties would resolve issues around their limited understanding of their schedules,

Members of staff also need have their duties spelt out clearly for effective service delivery.

Finally, information might also be in the form of guides that would facilitate a civil servants undertaking of new projects,

Most individuals do not have the proper orientation when it comes to initiating projects because they do not know how.

Second, **improved information would clarify proper procedure, reducing costly mistakes.** By coordinating civil servants around agreed and well understood rules, information would ensure that everyone is reading 'from the same page'. One civil servant was keen that the "rules of career progression should be made very clear so system is appropriately formulated."

Third, **particular types of information would generate greater transparency in government.** Civil servants perceptions on the prevalence of corruption, manipulation and injustice in service are sometimes to be due to scarcity of information. One officer stated that "there is secrecy with regards to allocation of funds". By ensuring that every officer could access details of the funds her department, and perhaps the project she was working on, received, she would be an advocate for the project receiving those funds.

Similarly, officers feel that human resource management is weakened by the way information regarding vacancies is shared. As one discussion group describes,

Information regarding vacancies for promotion is carefully controlled. There seems to be a lack of or misinformation about vacancies. Thus, promotions are not done on time and there is little understanding of why. This gives room for administrators to manipulate the process and just promote people without vacancy.

Finally, **improved communication could limit 'conflicting reports' across the service.** The survey team were told conflicting stories about how different organisations were treated, with each organisation believing other organisations received better conditions. Better information would allow civil servants to better judge where they are being treated as they wish, and where they are not. Confusion around these issues seemed to create hostility. For example, since many officers are not clear about the components of their consolidated salaries, they assume 'false deductions are being made'. For example, one officer claimed,

With the Pension ACT 2004 being in place, monies are being deducted from salaries of civil servants but there is never an accurate account of what is being deducted.

Better information on staff welfare would improve the perception of civil servants towards their conditions of work and temper unnecessary hostility. For example, officers request that consolidated pay be broken down to its different components.

The greater the common understanding of government policy and how it intends to change, the less room there is for damaging uncertainty over civil servants' futures. As noted in one

discussion session, “Civil servants want stability arising from a coherent plan of what will happen to the civil service.”

**Management who communicate with their staff are both more appreciated and more aware of the challenges their staff face.** When management does not interact sufficiently with staff, they are said to know neither the problems staff face nor what potential solutions might be.

From a management perspective, **efficient communication infrastructure facilitates the movement of best practice across departments within the same organisation and enhances the quality of policy decisions.** Our discussions with managers implied that best practice is currently extremely slow to move across departments within organisations.

### *Much of the current communication infrastructure is ineffective*

Despite these benefits, much of the current communication infrastructure is ineffective. Managers told us that even when data has been gathered, most MDAs [Ministries, Departments, and Agencies] will not utilise this data for planning and implementation of projects.

**Much of the current communication infrastructure between management and staff is not effective at highlighting problems.** As one officer states,

There is usually political interference in the civil service. Political loyalists stand in the way of civil servants especially when civil servants want to highlight problems to the chairman.

This may be because the status quo suits these ‘political loyalists’. As another discussion group put it,

There was a general agreement that in this organisation there is inability to adapt to changes. New or modern ideas are not welcomed by the management. It was claimed that these changes are not welcomed because certain individuals like the negative status quo to remain.

**Civil servants even find it difficult to access information about their own careers. There is a need to improve the management of human resource data in the service.** “Personnel records are opaque and difficult to access,” one official told us. This means that it is hard for officials to access their records and for management to assess their staffing mix, the skills they manage, and those they need to develop.

**Officers in the PRS department of one organisation complained that most data are not authentic because of poor data handling.** “Hence,” they told us, “to improve on data handling, data should be managed electronically and not manually.”

At the local government level, there is a call for “more federal government presence in the LGAs [local government authorities] so as to make for easy contact by the LGAs with the federal government in times of need.” We heard many complaints about the challenges to

intergovernmental communication between tiers. **At all tiers of government, officers felt that there should be better communication between bureaucrats at different tiers of government.**

## Solutions

### *Short-term*

**There is demand for a mechanism that will allow staff of all grades to interact with the senior management.** There are two suggestions as to how this might be done, and these should be made standard across the service. **One is to have regular all-staff meetings where “people can subject their minds fairly and freely”.**

Second, **there should be mechanisms to ensure delegation of responsibility from those bosses who do not delegate.** We were told, “They hide files and handle jobs themselves rather than involve their staffs.” It is believed that greater delegation leads to greater communication. As one discussion group concluded,

Service delivery is poor as there is no cordial relationship between the management and staff. Responsibility is never delegated to junior officers. This makes them feel redundant as their skills are not being utilised.

Similarly, as one official put it,

A barrier to effective policy formulation is that the boss takes all the major decisions or has to ascent to all decisions. There needs to be greater access to decision making opportunities for lower grades.

To resolve this, officers at the lower grades should be given greater power to make their own decisions. Those lower grade officers who are successful at making their own decisions should be given even greater freedom to take decisions for themselves. Responsibility to make further decisions should be part of the reward package for successful civil servants.

Another option is to **set up information resource centres in each MDA** [Ministry, Department, and Agency]. These resource centres would disseminate data on projects, service rules, etc.

Sharing information across organisations would require greater coordination efforts. **Officials requested that summits be organized regionally** “where officers in the [relevant sectors] will convene and rub minds on common issues”.

### *Long term*

A more technical solution, suggested independently by a number of discussion groups, is a **centralised information portal that acts as a ‘one stop shop’ for all civil servants needs.** As one civil servant requested,

There should be a proper way of communicating information to all the civil servants in the various locations across the country.

Such an information portal would provide an avenue to induct civil servants to policy changes. As one discussion group noted,

It would be useful if stakeholders were sensitized to changes in government. For example, with e-payment, there was no going back and it was ploughed through. There was limited sensitization or discussion with stakeholders. We would have argued that everything should be on the ground before the change. There should be sensitization of all stakeholders before the implementation of the new policy.

Such a scheme fits nicely into Vision 2020's Government-to-Government e-governance platform. This solution would have even wider benefits according to one official who stated, "Developing a comprehensive databank will check corruption in the civil service."

Clearly, a central information system is only as effective as the information that goes into it. Thus, this solution relies on an improved system of human resource management.

An information system is not just computerisation of existing data but a new means of communication between staff. As one officer stated, "a databank should not just be computerisation, but a new way of sharing data."

**Extending this idea of improved information sharing, one discussion group stated that they were keen to see better systems of information flow between departments within the same organisation.** As they state,

In order to improve service delivery, members of staff would like effective communication between the various departments to ensure the smooth running of this organisation.

Thus, such information portals could exist at the organisation level as well. They could be built in the centralised portal or be a continuously updated web site.

### **Recommendations: Information, Communication and Data Management**

1. Managers should be sensitized to the value and role of data.
2. All organisations should be expected to hold regular all-staff meetings where management and staff share information about current policies and projects.
3. Officers at lower grades should be given greater powers to make their own decisions in reward for successful performance. Part of a manager's evaluation by his peers should be on the degree of delegation he performs.
4. Each MDA should set up a resource centre which has the job of centralising and disseminating data on the organisations projects, rules, and so on.
5. Summits should be organised regionally where officers in relevant sectors can convene and rub minds on common issues.
6. The Office of the Head of Service of the Civil Service should develop a centralised information portal that acts as a 'one stop shop' for all civil servants needs. This portal should contain personalised information about the officer who is logged in, as well as access to useful data such as departmental budgets and copies of government policies and rules.
7. MDAs should utilise their own pages on this portal, or develop their own so to better share information between departments within the same organisation.

## 10. Office Equipment and Working Environment

59% of civil servants are dissatisfied with their working conditions. Our findings indicated that most MDAs [Ministries, Departments, and Agencies] complained of a lack of office equipment to enable them to do their work more efficiently. It is therefore recommended that management should provide appropriate and modern office equipment and provide the necessary office accommodation to enable them to deliver service efficiently and effectively. Management should promote a maintenance culture within organisations to conserve scarce funds for other developmental initiatives.

### Observations

#### *Civil servants do not have sufficient equipment or supplies in their jobs*

Once a civil servant is inducted, effectively managed, and trained to do their job, they require the equipment and supplies to do their job. **Almost all civil servants complained that they did not have sufficient equipment or supplies in their job.**

**Many civil servants complained of insufficient office space.** At one Federal College of Education, staff described the situation as follows,

The office environment is not conducive enough. There is no sufficient work space and equipment to carry out daily responsibilities. Estimates of 30% of the staff do not have work space (no tables and chairs).

We were told that a “lack of office space is not motivating at all”. It was also said not to be productive, with a number of staff sharing resources in ways that reduced all of their capacity to work.

**Officers complained that they have insufficient access to computers and photocopiers.** This is partly due to the lack of equipment, and partly due to the fluctuating supply of power many organisations receive. As one officer put it,

The incessant interruption in the supply of power hinders the use of equipments like computers, photocopiers, etc.

Limited access to critical equipment reduces both productivity and welfare. As one officer states,

It would be helpful if each officer has access to computers and photocopiers should be provided in order to avoid paying business centres.

Other times IT equipment are provided without training and explanation of their uses.

The same issues arose with office supplies. “Stationary has to be borrowed,” there is a difficult process to replace printer or photocopier cartridges, and so on. Parts or supplies were frequently out of the store. One discussion group suggested,

Hence, store items procured should be regularly checked to identify any shortages before it will be requested for. In addition to this, every department should own a mini-store where items are distributed into from the central store in the ministry.

Again, these issues are even more severe at the state and local government level where available equipment are obsolete. As one discussion report states,

Equipment issues are more serious at lower levels with a discrete jump between federal and state/local

Limited equipment and supplies have knock on effects. Thinking back to our discussion of monitoring and assessment, one civil servant highlighted a critical challenge poor equipment and supplies brings to such ambitions,

If such equipment is not available, officers cannot be assessed due to a lack of tools and training is not as productive.

In other words, if we cannot separate the failings of an officer from those of his equipment and supplies, how can we monitor her progress?

**Almost all the health establishments we visited complained of being underequipped, in terms of staff, training, and physical equipment.** As discussions at one hospital stated,

More nurses, qualified doctors and pharmacists are needed. More ambulances should be provided to attend to emergencies. The existing staffs need to be trained in order to improve their skills.

Those at another hospital stated,

There are no ambulances to transport patients to the hospital in times of emergencies. There is also a high rate of infant mortality because the hospital does not have the equipment to cater for premature babies.

Typically the equipment demanded seemed relatively basic, ranging from hospital beds to dental chairs. Some of the larger hospitals asked for CT scanners and MRI machines because they knew that comparable organisations have such equipment.

Officers argued that their equipment requests would also allow services to be delivered in more effective ways. For example, mobile clinics were said to be needed to serve rural areas so that pupils in primary schools can be monitored to prevent common diseases.

Similarly, computerising health records would facilitate searching for patients details. This would require sufficient power availability. As one discussion session explained,

Searching for records is a difficult task. This is because patients' records are on paper instead of computers. There is insufficient power supply which renders machines inoperative in times of need.

**Across the range of medical facilities we visited, nurses felt overburdened.** It was common to hear of nurses attending to 30 patients at a time. This was thought to be too many for nurses to give satisfactory attention to any single patient. Nurses argued that staff increases needn't be in terms of more nurses but interns and corporers could be trained to assist them.

**Inadequate staffing and equipment erode the faith of patients, and those who can pay for alternatives do so.** "The elite," we were told, "do not seem to utilise this hospital causing its standards to drop daily." Public hospitals must be equipped and staffed to a standard that will engage a broad spectrum of society.

Similarly, there were demands that **"the drug supply system needs to be improved"**. It was argued that,

The Essential Drug Revolving Fund is meant to supply drugs easily. However, it has been politicised. Those in charge of the scheme are in it for personal gains.

The supply of drugs has to be depoliticised, just like many other areas of government, as we have discussed above.

**Similarly, most educational establishments argued that they lacked equipment or staffing of one sort or another.** At one organisation, the discussion group reports,

There are no equipments and facilities in the laboratories to conduct practical lessons for students. There are no more real practical lessons for students instead it has now become alternative to practicals.

Another organisation's discussion group reported,

The school premises is usually untidy due to the lack of cleaners in the service. The outsourced cleaning companies are not committed to their duties and are not well supervised.

The group suggested that cleaners should be employed on permanent basis.

### ***Working environment is also about the culture of the office***

Beyond office space and equipment, civil servants working environments are defined by their culture. The culture of a workplace is the attitudes and beliefs of the workers. We gained a perspective on this by asking managers whether "employees of your organisation trust each other" and whether there was a "set of 'shared values' amongst all staff".

Managers in a large majority of organisations we visited stated that their staff only trusted close colleagues and that core values only existed within a core of staff. This implies a working

environment in which colleagues are distrustful of each other beyond a certain group and believe that they do not have the same core beliefs as others in their organisation.

The exception to this rule was in the more successful organisations. In one hospital, management was investing heavily in the renovation of buildings to ensure adequate work space for the staff, and have ensured good communication within the organisation. Here there was much greater levels of trust we were told. Thus, whether success creates core values or vice versa, there is a correlation.

There seems scope for value reorientation as part of a wider strategy of reform. This was often described to us as important by civil servants. They believe **an organisation such as SERVICOM is vital to installing a new shared sense of purpose in the service.**

## Solutions

### *Short-term*

The solutions offered were simple. **Provide greater funding for equipment and supplies, and ensure it reaches its intended beneficiaries.** The financing of equipment and supplies at one state ministry of health was characterised as follows,

Monthly running costs of the ministry have not been provided for 8 months. How can we question an officer facing these conditions who does not come to work?

There should be a “needs-based assessment of equipment and materials required for every office.” This would then provide a rational basis for the provision of recurrent funds.

**Staff stated that a minimum standard of working environment should be defined and enforced.** Staff characterised one health organisation as follows,

There is insufficient water supply which makes the surroundings dirty. Toilets are in a bad state as they cannot be cleaned. The less privileged utilise this hospital and the rich tend to utilise the National Hospital or seek medical treatment abroad.

A minimum standard would limit under-utilisation of government facilities. Such minimum standards could also be applied to departmental expenditures and other potentially harmful inequalities. As one discussion group states,

Require money for dietetic department, which is underutilized here compared to other FMCs (many patients complain). The high inequality in the cost of kidney dialysis across the country should be confronted. Overall, make facilities even across the country.

These should then be communicated widely through the publication of corresponding guidelines.

Given the paucity of photocopying facilities in the public sector, discussion groups argued that **each organisation should have a centralised unit for all photocopying** rather than having many

separate machines. Like the system of State House, each department could sign for the photocopying done at the central machine.

**Officers suggested that those officers involved in hazardous activities should be better protected than they currently are.** For example,

The occupational health unit who go to pick corpses from the streets are not adequately trained and immunized. They should be immunized twice every year.

### *Long term*

A few organisations at the state and local level were so poorly housed that their buildings did not have conveniences, and officers have to “go to the bush to ease themselves.” Officers at the state and local government secretariats working without electricity or potable water called the working environment “unacceptable”. **There were calls for a minimum set of facilities for any government building.**

**Part of this minimum standard should be a stipulation that government provides every officer with adequate office space.** Either this is through having a greater volume of buildings, or by using them more effectively. As one officer working in the Federal Secretariat stated,

Certain offices such as banks in the Secretariat occupy space that can be used by ministries. These banks should be relocated to other parts of the city in order for civil servants to have sufficient working space.

**These standards should be monitored by an appropriate authority.** The OHCSF could set up a monitoring committee that reports on the facilities available to civil servants.

**Discussion groups suggested that there should be a central body for each sector that supplies equipments.** So for health, it would supply medical equipment and reagents to tertiary institutions. This would ensure that all facilities have the appropriate equipment.

### **Recommendations: Office Equipment and Working Environment**

1. Government should outline a minimum standard of facilities for the working environment of a government organisation and produce corresponding guidelines. This should be communicated to all organisations and monitored by the appropriate authority. These guidelines should cover rural health infrastructure.
2. Government should provide greater funding for equipment and supplies and ensure it reaches its intended beneficiaries. Funding should be such that organisations can afford to meet the minimum standard laid out in the above mentioned guidelines.
3. There should be a central body for each sector that supplies equipments.
4. The stock verification and store system in the service should be reformed in order to ensure among others the workability of supplied equipment.
5. A central photocopying department should be set up in each MDA.
6. There should be more emphasis on maintenance culture.
7. Where possible, interns and corpsers could be used to fill gaps in workload by assisting core service staff. For example, they could assist nurses in their daily duties after training.

## 11. Logistical Support

The working environment external to some public offices creates its own challenges. Those living in congested cities face high house prices and long traffic jams. Those working in rural outposts face limited infrastructure and little support. Both deserve specific interventions. The first through the decentralisation of government offices. The second through a better support package.

### Observations

#### *Congested cities have their own unique challenges for civil servants*

The focus of the congested cities discussion is Abuja, but many of the same issues apply to other cities, such as state capitals, where there is congestion in traffic and housing.

Almost every discussion group held at organisations based in the Federal Capital Territory complained about housing and transportation. Most officers live outside the centre of Abuja, leading to a long commute into the city due to heavy traffic congestion along the major arteries into the city.

**Officers are forced to rent accommodation outside of Abuja because “accommodation in the Central Area is too expensive”. They do not have sufficient capital to buy a house. Competition for housing then makes rents relatively high.** As one officer put it,

Most officers reside in rented apartments in the satellite towns in the FCT where they pay exorbitant rent charges.

Officers felt it unfair that they were then penalised for this situation. As one officer states,

It is not fair that the Head of Service of the Federation penalises workers for late coming by locking up gates. Civil servants cannot afford to buy or rent houses within Abuja city.

Since so many officials live outside Abuja, transport links into the city become clogged at times of heavy usage. As one discussion report describes,

There is also much difficulty in getting to work places in the city centre due to much traffic. This is as a result of the daily influx of workers from the satellite towns to the city where most MDAs [Ministries, Departments, and Agencies] are situated.

**This traffic implies a substantially longer working day for civil servants, and much wasted time, lowering their productivity.**

### *Rural outposts*

Rural infrastructure for civil servants was said to be grossly inadequate. For example, there is a need to equip rural health posts satisfactorily for rural health workers to access and deliver from them,

Due to the nature of the road network, health personnel cannot address the needs of those in rural areas. The government needs to construct good roads to gain access to these areas. Accommodation, water and solar power can be provided for health workers so that they can stay in remote areas.

For workers to function effectively in rural areas, there is a need for government to either provide them with mobile equipment, or to provide the appropriate infrastructure in post. Transport to the site should be supported.

### **Solutions**

#### *Short-term*

In response to discussions around rural health posts, officers were keen to argue that **government must effectively equip all rural workers with appropriate safety equipment as well as the tools they need to do their job.**

Officers suggest a number of solutions to housing in the FCT being as high as it is. First, it was suggested that **“there is the need to set up an agency to checkmate and regulate the rent charges in the FCT.”**

Second, officers argued that **“accommodation should be provided for all, like it is for NASS [National Assembly] and parastatal staff.”**

Third, **loan facilities should be expanded and improved upon** in ways discussed earlier in this report (through reducing the liability requirement and providing greater information as to what happens to the National Housing Fund monies). Civil servants could then buy housing closer to the city.

To resolve the traffic issues they face, officers argued that **more staff buses should be provided to ease transportation difficulties.** As one report stated,

Those working in central Abuja face a major transport challenge. Staff buses should be bought and sufficient space should be provided to transport workers to the outlying areas in which they live. The amount of time staff waste waiting for buses is unjust and inefficient.

It was argued that **a greater number of buses could be combined with bus lanes on all the major routes into the city to interest commuters to give up their cars and move onto buses.**

### *Long term*

Other officers suggested the Federal Capital Territory Administration learn from Lagos Government and **put in place a Bus Rapid Transport System.**

Second, it was noted that **the provision of a railway transport system in the FCT will improve transportation.**

It was argued that both of the issues could be resolved if “**government shifted ministries to various locales**” **around the capital and beyond.** This would also overcome another major issue of Abuja-based organisations, a lack of adequate office accommodation. Then, “every ministry would have its own building.”

Officers argued that there were “many reasons” why government should decentralise central ministries and agencies to surrounding areas and cities. Each ministry or agency could then have a liaison office in the Federal Secretariat. This would make government business easier, more productive, and increase civil servant welfare.

### **Recommendations: Logistical Support**

1. Government must effectively equip all rural workers with appropriate safety equipment as well as the tools they need to do their job.
2. An agency should be set up that regulates rent charges in the Federal Capital Territory.
3. Loan facilities for housing should be expanded for those civil servants who live in congested urban centres such as Abuja or Lagos.
4. More staff buses should be provided to transport MDA staff to outlying districts of large cities.
5. Bus lanes (that do not allow cars) should be developed on the major routes into congested cities.
6. Other congested cities should learn from Lagos and put in place a Bus Rapid Transport System.
7. A railway into the FCT from outlying areas should be installed as soon as possible.
8. Government should shift MDA offices to various locales around the capital and beyond.

## 12. Bottom-Up Based Planning

Many civil servants feel that they have increasingly been marginalised from undertaking their own duties. This is mainly because they have been replaced by consultants. 68% of civil servants believe that the use of consultants does not improve the efficiency of government operations. It is recommended that officers should be employed and posted to their areas of specialisation, thereby putting a round peg in a round hole. Consultants should only be engaged to do work outside of the schedules of government officers. Professional officers in the service should be utilised in the conception, planning, and implementation of government projects.

### Observations

#### *Many civil servants are marginalised from their own duties*

Bottom-up based planning is where information is gathered to the centre from individual officers. This ensures that all officers are provided with a chance to engage with the policy making process. It then relies on them to implement the activities of the plan and thus implement their duties.

Many civil servants feel that they have increasingly been marginalised from undertaking their own duties. This perception seems to have arisen for a number of reasons.

First, **officers feel that they are regularly being asked to undertake tasks typically outside their remit.** As one discussion group put it,

Due to understaffing, workers do not practice what they are employed for. For example, an accountant can be assigned to the medical records department. It destroys the knowledge and skills one has for his/her profession.

Mixing staff schedules both erodes professionalism and the capacity of the service to effectively administer its duties.

This phenomenon also reduces the capacity to monitor civil servants. "To judge people," one civil servant argued, "it needs to be made clear what the responsibilities of each officer is." If multiple officers are put to work on a single officer's schedule, it becomes difficult to know what aspects of the schedule the officer should be responsible for. As one officer put it,

Even though others know what your schedule is, they will still work on it. How can you benchmark your own efforts if other people do the work for you?

The impact of this mixing is to reduce the incentive for the responsible officer to ensure the work is done. As the officer continues,

This creates a negligence of duty – if you think another person has been assigned your job, you won't bother checking whether it was done effectively.

Second, **many civil servants feel that consultants are being used to do the work that they are employed to do, thus making them redundant.** As one discussion group noted,

Civil servants need to be utilised more often as consultants are beginning to replace civil servants. Civil servants feel sidelined due to this development.

They feel that this “hinders professionalism in the service” by taking away important technical aspects of a professionals job. If the comments above regarding the quality of contractors are correct, it is also reducing the quality of public projects.

One of the more demotivating features of the use of contractors is when they take the credit for civil servants ideas. “There are times,” we were told, when “officers bring up good initiatives and these are outsourced to contractors to execute without involving the initiator in the implementation or recognizing the efforts the officers put in to bring up the initiative.”

Third, **civil servants feel they are no longer engaged with the process of planning and implementation.** This is partly due to the politicisation of the service, as discussed above. It is also due to the mechanisms of ‘bureaucracy-based planning’ breaking down.

Whatever the reason, civil servants feel they are best place to understand what projects are feasible and what outcomes are required from them. For example, we heard many complaints from civil servants who were not involved in the procurement of equipment being dissatisfied with what is bought. Describing the construction of new medical facilities, one official told us,

The orthopedics ward was constructed without putting in place hangers which patients require to straighten their bones. There are no wash-hand basins in the theatre. Therefore contractors should be adequately supervised when implementing projects.

Officers also stressed that many consultants perform below expectation because they lack the expertise and are sometimes not professionals.

A discussion group addressing the same issue offered these solutions,

Civil servants need to be involved in the execution of contracts and projects since they possess the necessary expertise. Civil servants can also act as project supervisors to ensure they are carried out to standard.

Civil servants argue that they have broader experience in the implementation of public programmes than anyone, and are thus the correct channel through which public projects should run. Some civil servants also argued that they were a more cost-effective avenue for investing in public projects as the use of consultants often increases the cost of government businesses.

### *Chief executives have too much power*

Finally, we turn to an issue that seems common to many organisations, and in particular Federal Medical Centres (FMCs). Staff complained that FMC directors “have too much power”. **Officers felt they have little capacity to contribute to the running of the FMC as power is so centralised.** We were told, “Directors want to pay when they want, equip when they want, and so on.”

Apart from the suggestions given above regarding the involvement of officers in organisational management, one discussion group argued,

Workers need more autonomy in both work and transfer. They want the ability to transfer out of the FMC without the permission of the Chief Medical Director.

“If possible,” an officer told us, “allow there to be multiple directors of an FMC, not just a chief medical director.”

## **Solutions**

### *Short-term*

**The solutions to these problems all lie in engaging civil servants more effectively in the range of activities outlined in their schedule of duties.** Either by reducing the use of consultants in public projects, or by setting up quality control units in relevant organisations.

Part of this is to return to standard budgeting procedure and **utilise civil servants in the planning and implementation of public projects.** Whilst the latter case may be one of supervision, some civil servants felt they were best placed to manage the projects of government.

By doing this, it engages with innovations civil servants might have regarding public policy. For example, a couple of officers were keen for **greater emphasis to be placed on preventative medicine** rather than treatment. This, they argue, would improve the efficiency of the government’s health expenditures.

**Where civil servants were also users of the outputs of those projects, engaging them in the development of programmes and projects allows them to utilise the projects better.** One example from a health establishment was told to us,

In June, officers came from the Ministry of Health to give computers for tracking data on maternal and child health. However, they did not provide answers to how the programme would actually be done and never contacted us again. Thus, it was a centralized conception which failed because we were not brought along nor could assist in proper planning for.

This point extends to the involvement of lecturers in the development of curriculum and working materials for classes.

### *Long term*

Vision 2020's Economics Transformation Blueprint talks of a carefully managed transition from consultant led budget processes at the Ministry of Finance to those run by core service staff. The NSPSR strategy talks of the management of consultant's involvement in the service. Neither, however, go as far as laying out a strategy for how consultants will be utilised in the service and the impact they will have on civil service reform. This would be a useful next step given the potentially positive and negative roles consultants can play in civil service reform.

There also needs to be an investigation into how executive power can be better kept in check when at odds with the wishes of staff.

### **Recommendations: Bottom-Up Based Planning**

1. Government should reduce the use of consultants in public projects, or at least have a long term strategy governing the role of consultants in the civil service.
2. Teams of civil servants and consultants should jointly conduct planning.
3. There is the need to ascertain the competence of consultants prior to any engagements in government businesses.
4. Government should set up quality control units in relevant organisations so that officials involved in the utilisation of procured equipment can check the quality of items before signing off on delivery.
5. Government should return to standard budgeting procedure by de-politicising budgeting and emphasising the Medium Sector Strategy process.
6. Government would do well to investigate mechanisms that limit executive power.
7. Officers inputs should be included in planning processes for improved participatory management system.
8. In order to reduce the cost of government businesses some projects should be implemented through direct labour.

## 13. Local Governments

Local governments face significant challenges to delivering public services, in terms of funding, capacity, and working environment. We recommend that the working environment of staff at the local level should be improved upon dramatically. There should be collaboration between the three tiers of government to enhance the development and capacity of local governments.

### Observations

#### *Local governments are currently ill-equipped to deliver public services*

The survey team visited organisations across Nigeria, at all three tiers of government. There is general agreement that **no where faced more significant challenges to delivering public services than at the local government level**. This is true in the working environment for civil servants and the funds available for project implementation.

However, **there is also far greater variation in the conditions of work and capacities to deliver at the local government level than at the other tiers of government**. We visited one local government in which the offices had clearly not been used for months, and the officials had to be called from their private businesses and farms to meet us. At the other end of the spectrum, we visited local governments that had motivated officials and had made impressive progress in extending health services to their people. At times, these differentials were stark as they were observed within the same state.

We have discussed above many of the aspects of the poor working environment in the public service. These are most extreme at the local level. There is little management of staff or professional specialisation. Rewards are non-existent and discipline ad hoc. The skill base is slim because of the absence of a meritocratic selection process or training structure.

#### *Funds are not effectively reaching many local governments*

**The most acute challenge faced by local governments is funding.** Funding challenges at the local level differ distinctly from those at the federal or state levels.

**Funds did not seem to be reaching the local government effectively.** Many believed the heart of the problem is that funds flow through the state rather than directly to the local governments. As one discussion group characterised it,

Local governments are crippled by the flow of funds through the state. All funds should be released to the local government directly or as soon as it is paid to the state.

Many civil servants felt that “the State Government is not allocating the right amount of funds to this organisation [the local government].” They felt that “the state government allocates funds meant for the LGAs to other state agencies.” Officers argued that funds should be released directly to local governments.

Most local government officers believe their authorities should be made autonomous from the state “since it is the third tier of government”. This will “greatly minimize the interference of state government in the budget of LGAs”. As a discussion group argued,

There is so much bureaucracy in the workings/operations of the LGA [local government authority] because it is very much dependent on the state government. To improve the effectiveness and efficiency of the LGAs, they should be made autonomous ... managing its funds without interference from the state.

Other officers argued that **money reached the local government but is then misdirected by the local government chairman**. As one discussion group argued,

Chairman always decry about insufficient funds for the LGA [local government authority] by the state government. Meanwhile, information reaching staff from officers in the state government is that all chairmen get a monthly allocation of at least 7 million naira.

Or at another,

Respondents unequivocally stated that key impediment at the LGA [local government authority] is that the political class (chairmen) that head the LGAs are not very professional about their jobs. They are more concerned about diverting the LGAs for their personal use.

There is the need to invigorate the activities of the local government areas for effective services.

## Solutions

### *Short-term*

As the lowest paid civil servants, **local government staffs were keen for their reward packages to be improved**. As one discussion group stated,

The government needs to put more effort in addressing the improvement of staff salaries especially at the local level. With the current salary, staff cannot afford social amenities. Workers do not turn up to work at the local level due to lack of motivation. Workers have to seek other means of supporting themselves such as farming to make up for low income.

A key first step in such a process would be the definition of a ‘needs-based’ minimum wage (the details of which are discussed in section 4). The Association of Local Governments (ALGON) should set up a committee to support the proposed central welfare committee in ensuring compliance with the minimum wage at the local level.

**Officers at the local level are also keen for a system that ensures they are engaged.** We were told that once there is work, and it is funded, they would be at work undertaking their duties. Supporting this proposition, we heard case studies from performing local governments that a new regime had transformed the dynamic of the government.

**Greater collaboration between the federal and local governments was suggested.** This could either be through direct collaboration or through a monitoring system. Direct collaboration may be in the form of capacity building initiatives, conditional grants, or the production of data. A pilot scheme attempting all of these is the debt relief-funded 'LGA-track'. Government should watch carefully as to the results of this work to see if intensive technical assistance to local governments can engender significant change in their capacities. There is little doubting that as primary service providers, they must be empowered somehow.

### *Long term*

The dominant long term solution of the officers we spoke to is to 'de-politicise' the position of LGA chairman. **Officials recommended that civil servants be made to head the local authorities and be involved in policy formulation.**

Taking a leaf from the success of the Federal Government's conditional grants scheme, **there may be scope to utilise conditional grants as a mechanism to promote service reforms to states.** By making service reforms a condition of the grants, there will be a fiscal incentive for states to reform. A specialised conditional grant scheme could be set up to provide these incentives and using the window of the grants, provide technical assistance.

**We must also take the message that the nation's local governments have a weak capacity to deliver services seriously.** Vision 2020 states that "corruption in the public sector is fundamentally due to social insecurity and over-centralisation of activities in the Federal Government." It will likely be problematic to decentralise service provision too quickly to the local level. There is a need to measure and reward the effectiveness of Nigeria's local governments. (The details of such a system are discussed in section 6.) In the very long term, **there may be a need to make local authorities autonomous from the state,** thereby reducing a bottleneck to service delivery at the local level.

### **Recommendations: Local Governments**

1. The Governor's Forum should develop an agreement amongst states as to a minimum basic package for local government staffs. The implementation of this package should be monitored by ALGON and the proposed central welfare committee.
2. The Governor's Forum should ratify the guidelines for minimum basic working conditions for government buildings described above.
3. Government should support the debt relief-funded initiative of the 'LGA-track' and scale up those aspects of the work that are successful.
4. A long term strategy for the autonomy of local governments should be developed by relevant members of Government.

## 14. Funding the Service

**Adequate funding is a prerequisite to the success of any public project. However, those funds must be managed effectively. There are currently many barriers to the effective management of public funds. Either these should be removed and budgeting returns to standard practice, or greater independence should be given to organisations to make their own budgeting decisions.**

### Observations

#### *Adequate funding is a prerequisite to the success of any public project*

**Engaging officers in their work will require that each organisation is given sufficient funds to undertake the range of activities for which it is designed, and thus for which it has staff.** Funding is currently highly skewed towards particular types of project. For example, feedback from discussions at one river basin stated,

The distribution of activities across the river basin is very asymmetric. There is no funding for core projects for which the river basins were built. Rather funds are skewed towards highly fragmented constituency projects. Thus, only those involved in procurement (of contractors) are doing anything. The rest of us are just lying idle.

This quote identified one of the key costs of not funding core projects. “There is a huge waste in terms of capacity,” one officer told us, “The civil service needs to utilise more of its intelligent officers and also recognise them for their efforts.” **Not using officers means that they lose their skills, or that the skills they do have become out of date.** Similarly, the lack of funding leads to gross abandonment of projects and programmes.

#### *Poor management of public funds is at the core of the failures in service delivery*

**Many civil servants argued that poor management of public funds is at the core of both their poor work environment and failures in service delivery.** Salaries that are not paid in time, late approval of budget, project funding that is not released until late in the financial year, and stagnant procurement processes all lead to the frustrations of being a civil servant, as well as the challenges of implementing public projects.

**We heard from a range of officers how better management of public funds would significantly add to the capacity of public organisations to deliver services.** As one local government officer puts it,

If the administration of the local government allocates funds to the right places, most departments would be functional.

We also saw above how the political class currently play a key role in budget planning. In this case, **there are sectors civil servants feel the political class require substantial sensitisation.** These might be often overlooked sectors, such as adult education. They might arise from the limited awareness of the challenges facing fieldworkers. At one teaching hospital, officers said “Budgets need to be adhered to strictly, members of the National Assembly need to come down to state level to have a real sense of what is being done before approving budgets.”

However, **the key constraint in planning is the delay in release of funds.** If the political class are to be involved in the planning of projects, this should not be at the expense of delayed passing of the budgets. As one officer puts it succinctly, “Delay in release of funds bad.” This compresses the time that officers have to implement the budget, either their own proposals or those of the political class. Quoting liberally from one a discussion group at one river basin,

So often, the budget is passed late, compressing the time organs of government have to implement projects. In October of this year, 80% of MDAs had not started their implementation. As funds are mopped up in December or March, the river basin has had to compress its contracts into a 4 month window. This endangers the quality ... This situation also stretches officers as they have to manage multiple projects at one time.

Officers across the nation bemoaned the gross overemphasis on capital in government budgets. **Many organisations argued that they did not receive sufficient recurrent funds to operate effectively.** One state ministry of health told us that they had not received any recurrent funds for eight months. This had crippled their capacity to work. At one hospital we were told,

This organisation receives sufficient funds. However, members of staff feel that funds are not being spent on the right needs. More money is spent on buildings than on equipment. The hospital does not have equipment to test for glucose yet buildings are numerous.

Similarly, **funds are not directed towards the maintenance of projects, but rather the construction of new ones.** According to officers at all tiers, this is highly inefficient. Keeping projects maintained is much cheaper than building new ones. However, as one officer puts it, “maintenance does not come with political payoff”,

Appropriate money for maintenance on a regular basis should be provided in the budget. Completion of a financial year is *not* the end of an effective project. We do not have maintenance because it does not come with political payoff.

## Solutions

### *Short-term*

Projects for which the organisations of government were built are typically important elements of a properly functioning state. **There were broad calls for funding to be rationalised along the lines of bureaucratic process, planning, and procedure.** There should be a return to bureaucracy-based, or bottom-up based, planning.

For example, sometimes maintenance is not merely a question of funds, but of complementary infrastructure. As one local government discussion group argued,

Maintenance continues to be a significant barrier to our effective work. For example, UNICEF gave 4 motorcycles for the polio eradication programme. However, people maintaining them do not exist in this area.

Relevant systems of maintenance should therefore be organised around a project, even if that means bringing expertise in from outside a locale.

Proper budgeting also has solutions to budget delays: plan to pass the budget before the start of the financial year. Otherwise, the government should “tie the [time extension] before being mopped up to the amount of time the budget release has been delayed.”

Where a return to standard budgeting procedure is not feasible, **there is a feeling that a programme of sensitisation is needed for the political class if they were to intervene effectively in policy planning.** Quoting from a discussion group in an organisation related to adult education, “The federal government can work towards creating legislation to support adult education.” Note that this is seen as highly inferior to reverting to proper bureaucracy-based planning.

We mentioned above how civil servants believe that planning processes are currently not inclusive enough. However, state officials argued that this point should be extended to how **Federal processes should better incorporate the experience and knowledge of state officials.** For example, in planning for a Federal intervention in primary health, “the Federal Government should involve the states in the activities and operations of the primary health centers.”

Finally, it is felt that **planning for government policies should take into account its effects on the welfare of civil servants.** As one discussion group summarised,

All government policies should be pre-assessed before implementation especially the policies that are linked to staff welfare. For example, the monetization policy brought in some social ills to civil servants. With the sale of the government houses some officers were displaced and had to get rented apartments in the satellite towns where they pay exorbitant rent charges every year.

### *Long term*

A few civil servants mentioned how **greater independence to set planning policy, financing, and expenditure would improve service delivery.** For example, one organisation argued that a “decentralized system where MDAs [Ministries, Departments, and Agencies] can independently institute rules such as for procurement will improve the civil service.”

They argued for greater freedom for organisations to look for counterpart funding from the development partners. One river basin discussion group argued,

There is so much bureaucracy involved in accessing funds from development partners. Usually, the RBDA [river basin development authority] has to go through

its central ministry (Federal Ministry of Water Resources) before it can contact development partners and source for funds. They suggested that the RBDA be permitted to directly engage with development partners.

### **Recommendations: Funding the Service**

1. Budgeting should be rationalised along the lines of bureaucratic process, planning, and procedure. There should be a return to standard practice in budgeting.
2. Where the political class continue to play a role in budgeting, there should be opportunities to sensitise them to the underlying rationales behind sector policy.
3. Every project should tie a portion of its funds to maintenance and relevant systems of maintenance should be organised.
4. Adequate funds should be provided for all projects approved.
5. The extension in the budget year should be tied to the amount of time the budget release has been delayed.
6. Federal processes should better incorporate the experience and knowledge of state officials.
7. Planning for government policies should take into account its effects on the welfare of civil servants. Funding should be allocated to policies to offset their implications for civil servant welfare.
8. Greater independence for organisations to set planning policy and source counterpart funds would improve service delivery. This should be investigated.

## 15. Bureaucracy

**'Bureaucratic' systems of government do not currently stimulate innovation. Best practice is to release the innovative capacity of civil servants. It is recommended that officers should be given opportunities to nominate their own project and program proposals. The public-private-partnership initiative should be encouraged. In this light, government should involve non-governmental organisations in service delivery and sharing best practice.**

### Observations

#### *The public service does not currently stimulate innovation*

The rules and regulations of bureaucracy can be a powerful platform on which to deliver public services. However, they can also limit the flexibility civil servants have in their daily duties and hold back their innovative capacity.

**A review of best practice in civil service practice from Eastern and Southern Africa argues for releasing the innovative capacity of civil servants.** It states,

Much greater flexibility is required in the management of the public service in order to improve morale and productivity, and that innovation should be encouraged and rewarded.

**The service does not currently stimulate innovation.** We were told that, "officers are not able to make decisions outside the extant rules of the service", and there is "rigidity in adopting new techniques and procedures". Our discussions with managers implied that best practice is currently extremely slow to move across departments within organisations.

**Thus, the civil service needs to introduce mechanisms that will provide civil servants with greater opportunities for innovation.** There are multiple parts to this. Civil servants should be given the time and freedom to investigate and experiment with new ideas. They should be set in an environment that rewards good ideas, and they should be able to pass their ideas into service practice.

#### *There is scope for technological solutions in improving service productivity*

**Technology is seen to be a potential boon for the service.** There are many areas in which technology might sidestep existing barriers to effective service delivery. For example, the GSM revolution has improved communication between officers of different organisations.

Despite the potential advantages, this was an area the survey team were surprised to see limited best practice. In our experience, few social sector organisations utilise innovative technologies in their work. There is thus immense potential for

## Solutions

### *Short-term*

A first step would be **to return to a bottom-up based planning**, in which the ideas of civil servants are fed into the broader policy-making process. Less formally, **regular all-staff meetings would allow officers to voice their ideas to management**. Officers should be assured that they will play a role in seeing their ideas become a reality, and managers should be expected to provide opportunities for employees to develop their own project and program proposals.

Similarly, **reward packages should take into account the innovative outputs of an officer**. There may be scope for an award related to the most significant innovation in the service. Such awards would be a mechanism to share innovations more freely. Managers should be rewarded for facilitating the innovative activities of their staffs. (These issues fit with the discussions in sections 5 and 6.)

The **centralised portal mentioned above could be extended in use to a range of information and ideas sharing uses**. For example, civil servants could be invited to upload their own project proposals and the best ideas would be funded, as judged by a competitive panel. This builds on pilot initiatives by SERVICOM.

It was suggested that where relevant equipment does not exist, the civil service move away from paper, and use “the GSM revolution to advantage since there was one form of network or the other in all the LGAs and States visited”.

### *Long term*

Some officers were **keen to improve partnerships between government, non-governmental organisations, and the donor community**. Not only did officers feel that these organisations could teach civil servants how to do their jobs better, but that such partnerships could lead to improved public service delivery.

Thus, government should provide organisations with the relevant freedoms and trainings to engage with private sector and development partners and set up a framework in which to manage this process.

A number of officers suggested that one method of improving innovation would be to bring back the planning cadre with a revitalised remit that focussed on innovation.

In the longer term, there is a need to understand these issues better. The government would benefit from further research into the production and adoption of innovative ideas for improved service delivery outcomes.

### Recommendations: Bureaucracy

1. There should be a return to standard bottom-up based planning.
2. Regular all-staff meetings should be held in which officers are encouraged to promote their own innovations in public policy.
3. Reward packages should take into account the innovative outputs of an officer.
4. A centralised portal should be extended to allow civil servants to upload their own project proposals with the best ideas being funded from a central fund.
5. Organisations should be given greater freedom to improve partnerships between government, non-governmental organisations, and the donor community in public-private partnerships.
6. The government would benefit from further research into the production and adoption of innovative ideas for improved service delivery outcomes.

## 16. Accountability

27% of officials believe that they are unlikely to be held accountable for breaking the public service rules. As a result civil servants overwhelmingly desire better checks and balances on public expenditures. They demand an independent monitoring and evaluation system. They also demand legislation that will protect the civil service when reporting on the activities of the political class. All of these are seen as methods of improved organisational learning which will drive organisational learning and improved service delivery.

### Observations

#### *Officials overwhelmingly desire better checks and balances on public expenditures*

Civil servants stated that there is little or no organisational learning in many public organisations. More specifically, there is an absence of monitoring as to where major bottlenecks are. Thus, the framework is not in place to identify and solve challenges to service delivery. For example, we stated above how many officers are unclear on what their duties are, and so cannot be benchmarked against a schedule of duties. They argue that there should be better mechanisms for identifying failures in the service delivery chain.

Civil servants overwhelmingly desire a better system of monitoring and evaluation (M&E). As one discussion group stated, "There should be an efficient monitoring and evaluation system." Or at another organisation it was argued,

This organisation needs to publish reports on how monies are being spent, how contracts are being executed, and how much time it would take to implement the budget. Tax payers have a right to this information.

This supports Vision 2020's ambition that, "the successful rollout of an M&E system is a necessary pre-requisite to achieving high performance in governance." However, the formulation differs. What officers described to us is a system independent of MDA reporting, but rather an independent assessment by a body reporting to the Presidency or National Assembly. The closest existing program is the OPEN M&E system that tracks debt relief gains.

Officers hope that M&E will both weed out corruption and also provide a mechanism for organisational learning. In discussions with managers we found that **whilst most MDAs have clear targets derived from their mission and goals, they do not have key performance indicators**. This inhibits the capacity of the organisation to learn from its mistakes. Similarly, whilst most MDAs have mechanisms for the detection of conflicts and resolutions, they say problems are never fully resolved. It seems the hope is that an independent arbitrator will provide greater impetus for change.

Civil servants understand that they are expected to deliver and demand mechanisms that will show when they are and provide an incentive not to deviate from the given plan. This was part

of the reason why the service is enthusiastic about a proper system of performance based rewards. (Further discussion on such a system is given in section 6.)

### *Legislation*

The political class are seen by many officials as at the core of the failings of the service. Thus, they want **mechanisms of accountability enshrined in legislation**. Many of the comments we heard echo those outlined in the Vision 2020 Transformation Blueprint.

For example, there was agreement with Vision 2020 where it stated,

Promotion of transparency in government finances by enacting stringent laws on financial reporting, disclosure requirements, audit and timely publication of funds released from the Federal Allocation Committee (FAC) accounts.

A critical part of this for civil servants is the “enactment of bills on whistle blowers protection”. This feeds into the discussions on confidentiality and will allow the civil service to become a greater check on the political class.

Similarly, there is support for Vision 2020’s aim to, “Review the immunity clauses in section 308 of the 1999 Constitution which protects certain categories of elected public officers from arrest and prosecution during their term in politics”.

### *Solutions*

#### *Short-term*

**SERVICOM is seen as the entity best placed to study bottlenecks in service delivery.** Their existing work should be better publicised, and such studies should be extended to other organisations. This requires SERVICOM to be empowered both financially and politically to have an effective presence in every Federal, State, and Local Government organisation.

**There is extensive support across the service for an independent office of monitoring and evaluation.** This independent office, outside of the control of the ministries, should monitor everything from capital projects to hospitals. It should track budgets to make them more operational.

**This mechanism should demand that organisations collect data and report on key performance indicators.** This will facilitate organisational learning and provide an impetus for change.

#### *Long term*

**There is broad agreement on the enacting of legislation specified by Vision 2020 as a means to improved accountability for the political class.** This should be passed as soon as possible.

More broadly, **civil servants themselves should be seen as a mechanism for accountability**. As discussed in section 1, there should be a mechanism that provides civil servants with a confidential channel to report pressures on them from members of the political class. As proposed in section 6, a centralised information portal could provide civil servants with the information they require to monitor their colleagues. The proposal is similar to the scheme set up by the Ministry of Finance when reporting financial allocations to various organs of government. International experience with such information schemes is that they can be an effective mechanism for improving service delivery.

### **Recommendations: Accountability**

1. SERVICOM's existing work should be better publicised to the service.
2. SERVICOM should be empowered both financially and politically to have an effective presence in every Federal, State, and Local Government organisation.
3. An independent office of evaluation should monitor the implementation of public projects and programs.
4. Plans in Vision 2020 to enact legislation to better harness the civil service as a check on the political class should be passed as soon as possible.
5. Civil servants should be provided with the information required to monitor their colleagues and a means to report deviations confidentially.

## RESPONSE OF THE HEAD OF SERVICE AND PERMANENT SECRETARIES

The findings of the survey were shared with the Head of Service and the Permanent Secretaries and were presented by the SSAP-MDGs. The Permanent Secretaries noted that the findings of the survey showed that civil servants shared the Vision Statement of the Service: “A professional, efficient, effective and accountable institution delivering policies and programmes for rapid and sustainable development”.

In particular, the Survey presented an opportunity to re-energize the National Strategy for Public Sector Reform. The priorities and concerns raised by Civil Servants relate closely to many ‘Building Blocks’ of the NSPSR’s Pillar 4: ‘Civil Service Administration Reform’. The findings of the Survey complement and provide additional detail on how the Building Blocks of the NSPSR can be implemented. A full mapping of the findings of the Survey and how they relate to the NSPSR is contained in Annex 2.

The comments and thoughts on each of the key issues are summarized below:

### *Political Will*

The Permanent Secretaries emphasized that political will lies at the core of policy success, including for public service reform. However, concern was expressed that the relationship between civil servants and political officer-holders is characterized by mutual distrust. While civil servants see political office-holders as interlopers, subversive of rules and disruptive, political office-holders perceive civil servants as inefficient, unproductive, corrupt, tardy and officious. The process of reform must overcome these stereotypes and unleash the joint potential of both groups who are working towards common goals. Obtaining buy-in to the NSPSR will require engagement with the political class who must provide leadership for implementation and recognize that they are bound by established rules and regulations.

To position leaders to make the most of the service, an induction retreat for Ministers, Director Generals and Permanent Secretaries should be held upon their appointment. Documentation, including code of conduct, and a manual for MDA administration, should be shared at this induction.

Equitable application of opportunities and regulations could be achieved by empowering the Ministerial SERVICOM Office in the SGF to cover public service holders, who should also be covered by Performance Management contracts.

- The Secretary to the Government should take the lead in demystifying issues of pay, perks and accountability to the public service rules for public servants.
- The Permanent Secretary is uniquely positioned to provide a check and balance against excessive Executive power. To perform this role the Permanent Secretary must have access to a clear flow of information and be intimately involved in all key decisions.

### *Schedule of Duties*

- The concerns expressed over officers' Schedule of Duties relate to broader organizational issues around the planning and implementation of the MDA's mandate. In some instances, it may be necessary to undertake a functional review and organizational restructuring of MDAs to ensure proper alignment of mandates with schedules of duties.
- A schedule of duties should be clear, concise and communicated to all staff. It should be tied to the institutional mandate and strategic plan of the MDA, and cascaded down to departmental and individual activities. Ultimately, it is the schedule of duties that officers should be assessed against under the new performance management system
- There is a pressing need to put in place modern human resource management systems manned by a cadre of human resource specialists. These would be tasked with the development of both individuals' skills and careers, and the broader development and mix of capabilities across the service.
- The new Public Service Rules should conform to international best practice in governance and should be complemented by a Public Service Handbook.
- Secretarial staff should possess advanced IT, office management, reporting and linguistics skills. In some cases they may need to be redesignated as Personal Assistants to reflect this range of duties.

### *Capacity Building*

- The Permanent Secretaries made clear that only through capacity building and the development of skills and competences can the service acquire the human capital and professionalism required to drive vision 20:2020.
- Capacity development should be both service-wide and service-life (from the entry of the officer to their exit). It should be needs-based and take advantage of e-learning opportunities. Capacity development systems must be embedded in a broader human resource management system.
- Recruitment should be based on merit while respecting Federal Character principles. Basic ICT knowledge and competitive entry examinations should be at the core of recruitment.
- To ensure a service that can deliver in an age of new technology and information, ICT training should be provided for all civil servants from Grade Level 07 to 17. All such officials should have access to ICT equipment, either individually or shared.

### *Welfare Package*

- A fair system of emoluments should meet basic needs and social expectations while compensating skills and competences.
- It is recognized that Civil Servants pay hardly meets basic social needs while monetization has locked most in the lower strata of society. The new pension scheme keeps officers in perpetual fear of impoverishment thereby fuelling corruption from fear of the unknown.

### *Performance Management System*

- The integrity of the Annual Performance Evaluation Report has been compromised as an effective performance management tool. There should be accelerated implementation of the new performance management system with appropriate targets, measurement tools and reward mechanisms.
- The Performance Management System should cover public servants and political office-holders to avoid double-standards or inconsistencies in treatment.
- Pilots of the new Performance Management System should start by 2012 in all project-oriented ministries and one service-oriented MDA. Continuous sensitization of public servants will be crucial to ensure familiarity and minimize apprehensions.

### *Career Progression*

- Issues surrounding career progression are already under active consideration by government.
- Career progression should be merit-based and linked to performance. A careful balance must be found that ensures respect for Federal Character without compromising on the motivation to put in effort and innovate. Chief Executive officers of Government agencies should be competitively selected
- Transfers and secondments should be demand driven.
- Transparent guidelines on the application of Federal Character principles should be developed, disseminated and implemented.

### *Succession Planning*

- Effective succession planning relies first on effective human resource management. This should include effective systems for competitive recruitment, rewarding high-fliers, and a planning system that can direct skills to plug gaps in the system.

- IPPIS should be adapted and evolved into a human resource management database populated with vital staff data and used to guide the deployment and career development of officers.

### *Information Systems*

- Regular staff meetings are crucial to ensuring all have access to information and minimizing gossip and speculation.
- Information flows must begin with the head of an organization. The head must make themselves accessible to officers.
- Each MDA should have its own data resource centre and website linked to relevant national/sectoral portals and providing opportunities for peer information exchange and learning.
- E-government should facilitate both improved communication between MDAs and better communication with the public.

### *Work Environment*

- It is the responsibility of Government to provide a harmonious working environment of offices, equipment and tools.
- Each MDA should undertake an audit of needs and requirements and identify the optimal way of meeting these needs. This should include the use of pooled facilities located for ease of common usage.
- MDA's should consider annual team-building and bonding retreats to plan/monitor programmatic activities.
- Government should ultimately consider the value of modern open-plan offices that are conducive to teamwork, efficiency and transparency.

### *Logistic Support*

- Private sector housing rents cannot be regulated easily in a capitalist environment without significant cost and risk. However, many of the concerns are related to the standard of housing and associated infrastructure. These concerns can be addressed through the enforcement of consumer protection standards, which should be made a priority..
- A longer-term solution is the expansion of the well-functioning staff housing loan scheme,

- Information and guidance should also be made available to civil servants on housing loan/mortgage opportunities.

### *Bottom-Up Planning and Bureaucracy*

- The civil servant must be seen and felt as the driver of governance and development to year 2020.
- Planning and decision-making processes must be more inclusive. Concrete and timely inputs should be sought from officers at all levels to enable full ownership of policy and its implementation.
- Decision-making authority, including approval for release of funds within approval limits, should be devolved to mid-high level officers. This will ensure a more inclusive service and a broader pool of innovative activities to draw from.
- Monthly departmental meetings focused on project and programme implementation should be encouraged to keep officers up-to-speed on progress

### *Funding the Public Service*

- The character of annual budgets needs to change radically to meet the expectations for the service and the demands of realizing Vision 20:2020. Budgets should comprise programmatic activities with a clear accountability framework rather than just a wish list of activities.
- Annual budgets should be prepared on the basis of Medium Term Strategic Frameworks and Sector Strategies. These provide for continuity in project implementation and ensure a strong link to strategic national objectives.
- Timely management of budget processes needs to be prioritized. Budgets must be prepared by September and ensured to come into effect on 1<sup>st</sup> January

### *Accountability*

- Human Resource and Performance Management Systems should enable both rewarding and the effective sanctioning of non-performers.
- In addition to SERVICOM, organs of accountability and deterrence such as ICPC, EFCC, and CCT should be empowered to implement rules and regulations, including periodic asset declaration and verification.
- Training courses should include components on values and ethics, including the importance of integrity, probity and accountability.

- A code of ethics for public servants should be codified and enforced.
- In the longer-term, institutional checks and balances must be developed to counter a culture of personalized decision-making and impunity. This should include effective delegation and devolution of authority to subordinates.

Ultimately, the Permanent Secretaries emphasized that the Civil Service is on course and with the support of civil servants, rapid progress can be achieved. Civil servants can make the best of challenging environments by avoiding playing the blame game, seeking to accommodate divergences of opinion, and focusing on solution-oriented behavior. Working to international best practice, with professionalism and self-confidence, civil servants can help overcome many of the challenges documented in the survey. As the working environment, welfare package and opportunities for career progression develop, civil servants will be in a position take on more responsibility for their own performance.

To support the wide range of changes that the Civil Service is expected to experience in the near future, the Permanent Secretaries identified their role as follows:

- Permanent Secretaries should become change leaders, intimately familiar with processes of planning, prioritization and communication. They should seek to ensure ownership of an MDAs' activities by staff members, develop the professional capacities of officers, and mitigate political risks. They should act with passion, consistency and in the long-term interests of the service. They should be the guarantors of 'system predictability'.
- Permanent Secretaries must be fully conversant with and committed to the twin development frameworks of Vision 20:2020 and the National Strategy for Public Service Reform. They should be advocates for these frameworks.
- Permanent Secretaries should be consensus-builders who demonstrate a wide range of leadership skills to respond to the concerns and priorities of civil servants. They should seek to make maximum use of the human resources at their disposal, encouraging innovation and building functional systems.

## COMBINED RECOMMENDATIONS

This section collects together the recommendations of the sections of the report. It combines the recommendations arising from the Voices of the Service and those arising from the responses of the Head of Service and Permanent Secretaries. It therefore provides an overview of the findings and solutions suggested.

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### POLITICAL WILL

1. Create a series of 'service delivery champions' within the political class who will lead the debate on the political class defining their own plan for public sector reform (which may be a confirmation of the NSPSR).
2. These champions should define a plan for engaging with the political class to ensure there is broad buy-in and compliance with the strategy.
3. Where there are demands for constituency projects, these should be transparently communicated to the relevant bureaucratic organisation to be processed through the MTSS.
4. Sufficient resources should be provided to the Budget Office of the Federation to implement a Medium Term Sector Strategy Process starting in June of each year. MTSS style rules should be extended to NASS budget committees under the direction of the Director General of the Budget Office.
5. Each NASS budget committee should be required to provide evidence of an effective budgetary process leading to its decisions.
6. Projects and programmes as approved under MTSS should be implemented to logical conclusions.
7. Legislation should be passed to set up an office of evaluation that is independent of, but reports to, the Presidency, based on the OPEN monitoring and evaluation system.
8. A mechanism needs to be set up that provides civil servants with a confidential channel to report pressures on them from members of the political class.
9. Sufficient financial and political resources should be provided to SERVICOM for it to have a presence in all Federal, State, and Local Government organisations.
10. Appointments should be verified by a committee of civil servants representative of the receiving organisation and independent members of SERVICOM.
11. Nurturing of leaders should also ensure a sufficient number of competent officers enter leadership positions, through effective promotion.
12. Technocrats with proven track records and skilled should be appointed to head MDAs (square pegs in square holes).
13. Ensure appropriate induction for Ministers, DGs and Permanent Secretaries on Code of Conduct, MDA Administration and Public Service Reform.
14. The Ministerial SERVICOM Office in the SGF should be empowered to cover public service holders, who are to be covered by performance management contracts.
15. Transparency of pay and benefits for public service

holders should be led by the SGF to demystify leadership roles.

16. Codify and enforce a Code of Ethics for public servants.
17. Finalize the Federal Civil Service Bill that covers objectives, obligations, conduct, professionalism, the rights of civil servants, and management of the service.
18. The Public Service Transformation Scheme should become effective to ensure availability of a corps of top-notch technocrats.

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### SCHEDULE OF DUTIES

1. Where schedules of duties exist within an organisation, they should be restated to staff. Managers should ensure every member of staff has a written copy of their schedule.
2. Where schedules of duties do not currently exist for staff, they should be provided as soon as possible. These should identify specialisations in detail sufficient for officers to make investments in their long term career.
3. SERVICOM should assess the specificity of existing schedules for their capacity to guide officer action as part of the review process they undertake at an organisation. Each schedule should be marked on the extent to which it defines a profession.
4. There should be a restatement of organisational and departmental schedules to all staff as soon as possible. These should then be posted along with SERVICOM charters in every government organisation and cascaded down to ensure a close fit with individuals' schedule of duties.
5. A schedule of workloads should be provided to officers in a department to ensure the relative workloads of officers are transparently communicated.
6. Government would benefit from organising a consultation or research project investigating the existing and desired skill mix in the service.
7. Adapt IPPIS into a full Human Resource Management System, supported by a cadre of human resource specialists.
8. Secretarial staff should possess advanced IT, reporting and linguistics skills, and consider re-designation as Personal Assistants.

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## CAPACITY BUILDING

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1. Officers entering the service for the first time, as new recruits or transfers from lower tiers of government, should be given an inspiring induction. There may be a need for a re-induction of all staff.
2. Managers should take opportunities to set up informal systems of training. Where they manage diverse talents, officers should share this expertise by having colleagues train each other.
3. There should be a re-inauguration of training committees in MDAs.
4. Management staff should be urged to allocate training opportunities fairly across staff. To incentivise managers to do this, there could be awards or bonuses for managers whose staff have been most equitably trained in areas important to their schedules.
5. The Office of the Head of the Civil Service should set up a training database that tracks the training program of each officer in the service. The system should be service-wide, cover each officer from entry to exit, and be integrated into the overall Human Resource Management System. The training programme specified in the database should be defined by the needs and demands of the individual officer.
6. Each organisation should have a specialist training committee that ensures every member of the organisation is being trained effectively and that the overall skills required by the organisation are being developed.
7. This committee should work with the Office of the Head of Service to enter into the training database an audit of currently existing skills in the service.
8. Any programme slated for implementation by a department or organisation should be preceded by an audit of skills available in that department or organisation. Where gaps exist, funds or logistics should be made available in the programme budget.
9. Each organisation should organise lunchtime seminars on subjects relevant to staff.
10. Training should typically have 'on-the-job' components whereby teachers take lessons from the classroom into the practicalities of everyday work.
11. There should be a greater emphasis on 'training of trainers' in service training. These officers can then retrain their colleagues at their home institution.
12. Every quarter, organisations should hold an afternoon retreat that provides an opportunity for reflection and planning, as well as training.
13. The service should engage retired civil servants who have excelled in their jobs to mentor existing staff and facilitate the transfer of knowledge.
14. A secondment scheme should be set up that allows officers to transfer to more centralised or successful organisations so to facilitate transfer of knowledge of best practice.
15. Civil servants from Federal organisations should be used to train state and local government officers. Officers could see their being chosen as trainers as part of their reward package.

16. Civil servants from high performing organisations should be sent to train officers at other organisations, including at other tiers of government.
17. The Office of the Head of Service should organise a system that ensures trainings are evaluated and those evaluations are published on-line. Best practice from such evaluations should be shared through various communication channels.
18. There should be periodic skills audit of the availability and distribution of skills in the service.
19. Where an organisation is incapable of effectively organising training for its staff, the Office of the Head of the Civil Service should appropriate the training budget for that organisation and organise the relevant sessions.
20. 20% of personnel cost should be designated for training and training vote should not be diverted for other uses.
21. A specialised fund focussed on the training of civil servants should be set up. This should have a specialist focus on officers at the local government level.
22. Opportunities for e-learning should be introduced that cover both professional and managerial capacity development.

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## WELFARE PACKAGE

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1. An equal base salary should be computed for all civil servants within a tier of government. This should be a 'needs-based' assessment of what any civil servant deserves as a minimum.
2. Differential allowances should be added to these wages based on the different expenses faced by different officials, skill levels, the hazards or hardships officers faced, and so on.
3. This base wage, the allowance schedule, and the average wage rates across the Federation should be published by the Office of the Head of the Civil Service and communicated to all officers.
4. The wage of members of the political class should not deviate dramatically from that of a comparable civil servant with similar responsibilities.
5. To monitor and regulate pay differentials in the public service, a central welfare committee should be set up so that it can keep in check the welfare packages of all civil servants.
6. Allowances should be paid on time and in total. There should be a means for civil servants to flag when allowances are late or incomplete. These is an important means of reducing corruption from fear of the unknown.
7. Taxable and non-taxable components of civil servant salaries should be more clearly spelt out in service paychecks so that officers can easily identify amount

of tax paid. Moreover, taxes on PAYE should be reduced.

8. The Ministry of Finance should investigate the possibility of setting up 'pay-as-you-go' accounts for civil servants so that deductions from their salary are paid directly into an account that is then used for their future allowances.
9. Information regarding existing pension balances should be made easy to access at all times, most suitably on-line, along with the templates used for calculating pension benefits.
10. PenCom should publish a charter of service with penalties for breaking this charter. For example, if an officer does not get a response to her query within x days, she will receive an addition to her pension.
11. The service pension schemes should be restructured to allow officers to change their pension fund administrators when they don't get the expected services. Each pensions administrator should publish their own charter of service with penalties for breaking its commitments.
12. Civil servants should have access to car loans.
13. The National Health Insurance Scheme should be improved or scrapped. Previous state-level health insurance schemes that were more effective may have lessons for the national scheme.
14. The National Housing Fund should replace the requirement of a certificate of ownership with a cheaper form of liability. It should take more of an 'owner-occupier' form.
15. The National Housing Fund should publish audited accounts for its activities and publish these widely.
16. There should be a needs-based assessment of staffing based on requirements and the schedule of that organisation/department.
17. Liaison offices for each of the federal ministries and the Office of the Head of Service should be located in the zones/states so that civil servants can address any human resource/welfare issues in their vicinity instead of going to Abuja. Potentially these could be cited in large federal organisations already existing in the zones/states.

#### INCENTIVE REWARD SYSTEM

1. All organisations need to review existing rules for reward and punishment and ensure they continue to apply. If not, they should be updated in consultation with organisation staff. These rules should then be communicated to all staff in an accessible manner.
2. The Office of the Head of Service should ensure that every institution has an up-to-date document of rules, regulations and sanctions. It should work with those organisations that have not to define new rules based on best practice from across the Federation.

3. There should be proper enforcement of these rules by all organisations. Intermittent reviews of enforcement should be performed by the Office of the Head of Service.

4. Officers should be given the power to take their immediate boss to arbitration court to change the power dynamic between staff and different tiers of management.

5. An independent arbitrator should be appointed to resolve disputes between officials and their bosses.

6. Organisations should be expected to hold frequent general meetings with all staff that are structured so officers have a say in the decision making process of the organisation. For example, major organisational decisions should be tabled for discussion at these meetings.

7. The sector ministries should set up interactive assemblies with all their frontline workers. For example, the Ministry of Education should make provision for regular interaction between teachers in local communities and states. All major policy decisions should be fed through these interactive assemblies.

8. Exceptional officers should be recognised during the presentation of National Merit Awards. Their contributions should be communicated widely in publications of the Office of the Head of Service.

9. A new series of more minor awards should be given out during Civil Service Week to honour 'life-long service of excellence', 'innovative service', and the like. The stories behind these contributions should also be publicised widely as best practice.

10. A monthly or quarterly 'Civil Servant of the Month' program should be set up that highlights the activities of an exceptional civil servant within the service.

11. A new rule should be enforced by the Head of Service that punishment's can only be given out as frequently as commendations (but not vice versa). Evidence that there is relative symmetry between rewards and punishments in the service should be provided to the Office of the Head of Service on a regular basis.

12. Individual reward schemes should be broadened from commendations to include greater responsibility, greater freedom to make decisions, increased pay, and greater office space.

13. Management should be trained in proper application of rewards and punishments as well as in innovative forms of reward and punishment, such as those mentioned above.

14. The Public Service Rules should be amended so that the number of formal punishments is not higher than the number of formal commendations.

15. Civil servants should set up their own informal mechanisms to reward their colleagues.

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## PERFORMANCE MANAGEMENT SYSTEM

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1. The first step in implementing a performance management system should be the instigation of a confidential evaluation system based on peer review. Until such a system is in place and believed to be credible by a majority of staff, performance pay will not work.
2. Once such a system exists, pay should be made partially dependant on the evaluations in this system. Communication of the system and structure of rewards will be critical to its success. Officers will only respond if they are fully aware of the implications of the scheme.
3. Performance Management Systems should cover public servants in the same way as civil servants to ensure a service delivery orientation at all levels.
4. A small number of organisations should pilot performance pay and the components of the structure around it before the scheme is scaled up to the service more generally. However, to address the compromised integrity of the APER system, this pilot exercise should be accelerated.
5. The Ministry of Finance should pilot a scheme in which organisations' budgetary allowances could be determined in part by past performance.
6. The Monitoring and Evaluation Office of the Budget Office of the Federation needs to be empowered for broader and more robust assessments of organisational performance that will lead to improved learning outcomes. Indicators of organisational success should be integrated into the Medium Term Sector Strategy process and potentially officer salaries.

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## CAREER PROGRESSION

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1. Positive examples of how career progression might be effectively handled should be communicated widely by the Office of the Head of the Civil Service.
2. The Office of the Head of the Civil Service should regularly publish and communicate to relevant officers who are eligible for promotion, when the promotion exams have been scheduled, and what the rules around their promotion are. Information about promotion exams should be posted in all relevant institutions and letters should be sent to staff that are due for promotion.
3. A set maximum time for promotions should be established, after which officers are guaranteed a promotion.
4. Sub-grades should be created, such as 5-1, 5-2, and 5-3, to provide scope for continued promotion.
5. Transfers and secondments across the pool should not be random, but rather place officers in jobs that would engage their professional skills and develop them. Transfers may rather be demand-led or clearly in support of the professionalization of the transferring officer.
6. All chief executives should have a fixed term of 4 to 5 years.

7. All chief executives should have deputies that share the power to make decisions for the organisation.
8. Terminal grades should be made consistent between organisations. A panel should be set up to investigate inconsistencies between terminal grade policies at different organisations. They should also investigate whether terminal grades should be scrapped altogether.
9. The Budget Office of the Federation should be professionalised to have its own fixed pool of budget officers. Secondments can be made to the Budget Office but the Director General of the Budget Office should have significant control of staff postings in the Budget Office.
10. A central body should be set up that handles conversion and upgrade matters in the service, as well as fielding complaints regarding delays and irregularities in these matters. This might be housed in the Civil Service Commission.
11. Once a performance management system is in place, promotion should be linked to performance, rewarding effort and innovation.
12. Clear and transparent guidelines on the application of the Federal Character principles should be developed and widely disseminated. The guidelines should balance equity, merit-based principles and the need to fill strategic positions.
13. OHCSF and FCSC should play a major role in the M&E of career progression.

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## SUCCESSION PLANNING

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1. The Civil Service Commission should revitalise recruitment. Recruitment should be based on a needs-based assessment of skills relating to current requirements and schedule.
2. The Office of the Head of the Civil Service should develop a 'fast track' scheme that provides promising new recruits with additional opportunities for training and project management. This will rely on an effective human resource management system.
3. Organisations should be given more flexibility in attracting and retaining high performing officers. . However, any decentralization of recruitment should be carefully managed to ensure standards and coherence are maintained.
4. All appointments made by an organisation should involve an independent arbitrator.
5. The Office of the Head of the Civil Service should publish statistics on the entry points of new recruits and provide justification for any variation.
6. The Civil Service Commission should revitalise recruitment. Recruitment should be transparent and based on a needs-based assessment of skills relating to current requirements and schedule.
7. Nurturing of leaders should also ensure sufficient number of competent officers enter leadership positions, through effective promotion.

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## INFORMATION, COMMUNICATION AND DATA MANAGEMENT

1. All organisations should be expected to hold regular all-staff meetings where management and staff share information about current policies and projects.
2. Officers at lower grades should be given greater powers to make their own decisions in reward for successful performance. Part of a manager's evaluation by his peers should be on the degree of delegation he performs.
3. Each MDA should set up a resource centre which has the job of centralising and disseminating data on the organisations projects, rules, and so on.
4. Summits should be organised regionally where officers in relevant sectors can convene and rub minds on common issues.
5. The Office of the Head of Service of the Civil Service should develop a centralised information portal that acts as a 'one stop shop' for all civil servants needs. This portal should contain personalised information about the officer who is logged in, as well as access to useful data such as departmental budgets and copies of government policies and rules.
6. MDAs should utilise their own pages on this portal, or develop their own so to better share information between departments within the same organisation and link to national/sector pages.
7. Provide basic ICT training for all civil servants from GL07 to GL17 and ensure all trained officers have access to ICT equipment, either individually or shared.
8. Senior officers and public servants should make themselves accessible to junior officers at regular times.
9. Finalize the revised Public Service Rules and Financial Regulations and distribute widely.

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## OFFICE EQUIPMENT AND WORKING ENVIRONMENT

1. Government should outline a minimum standard of facilities for the working environment of a public organisation and produce corresponding guidelines. This should be communicated to all organisations and monitored by the appropriate authority. These guidelines should cover rural health infrastructure.
2. Government should provide greater funding for equipment and supplies and ensure it reaches its intended beneficiaries. Funding should be such that organisations can afford to meet the minimum standard laid out in the above mentioned guidelines.
3. There should be a central body for each sector that supplies equipments.
4. The stock verification and store system in the service should be reformed in order to ensure among others the workability of supplied equipment.
5. A central photocopying department should be set up in each MDA, and other facilities should be pooled where appropriate

6. Where possible, interns and corpors could be used to fill gaps in workload by assisting core service staff. For example, they could assist nurses in their daily duties after training.
7. There should be more emphasis on maintenance culture and regular auditing of office requirements and non-functioning equipment.
8. MDAs should consider annual team-building and bonding retreats to plan and monitor programmatic activities.
9. In the long-run, Government should consider increased use of open-plan office space to enhance team efficiency.

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## LOGISTICAL SUPPORT

1. Government must effectively equip all rural workers with appropriate safety equipment as well as the tools they need to do their job.
2. Government should consider the merits of setting up an agency up that regulates rent charges in the Federal Capital Territory. Appropriate agencies should also be empowered to enforce consumer protection standards in housing and services.
3. Loan facilities for housing should be expanded for those civil servants who live in congested urban centres such as Abuja or Lagos. The staff housing loan scheme should be expanded for this purpose and additional information should be provided on loan/mortgage opportunities.
4. More staff buses should be provided to transport MDA staff to outlying districts of large cities.
5. Bus lanes (that do not allow cars) should be developed on the major routes into congested cities.
6. Other congested cities should learn from Lagos and put in place a Bus Rapid Transport System.
7. A railway into the FCT from outlying areas should be installed as soon as possible.
8. Government should shift MDA offices to various locales around the capital and beyond.

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## BOTTOM-UP BASED PLANNING/USE OF CONSULTANTS

1. Government should reduce the use of consultants in public projects, or at least have a long term strategy governing the role of consultants in the civil service.
2. Teams of civil servants and consultants should jointly conduct planning.
3. There is the need to ascertain the competence of consultants prior to any engagements in government businesses.
4. Government should set up quality control units in relevant organisations so that officials involved in the utilisation of procured equipment can check the quality of items before signing off on delivery.
5. Government should return to standard budgeting procedure by de-politicising budgeting and

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emphasising the Medium Sector Strategy process.

6. Government would do well to investigate mechanisms that limit executive power.
  7. Officer's inputs should be included in planning processes for improved participatory management system.
  8. In order to reduce the cost of government businesses some projects should be implemented through direct labour.
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#### LOCAL GOVERNMENTS

1. The Governor's Forum should develop an agreement amongst states as to a minimum basic package for local government staffs. The implementation of this package should be monitored by ALGON and the proposed central welfare committee.
  2. The Governor's Forum should ratify the guidelines for minimum basic working conditions for government buildings described above.
  3. Government should support the debt relief-funded initiative of the Conditional Grants Scheme to Local Governments and scale up those aspects of the work that are successful.
  4. A long term strategy for the autonomy of local governments should be developed by relevant members of Government.
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#### FUNDING

1. Budgeting should be rationalised along the lines of bureaucratic process, planning, and procedure. There should be a return to standard practice in budgeting.
  2. Where the political class continue to play a role in budgeting, there should be opportunities to sensitise them to the underlying rationales behind sector policy.
  3. Every project should tie a portion of its funds to maintenance and relevant systems of maintenance should be organised.
  4. Adequate funds should be provided for all projects approved.
  5. The extension in the budget year should be tied to the amount of time the budget release has been delayed.
  6. Federal processes should better incorporate the experience and knowledge of state officials.
  7. Planning for government policies should take into account its effects on the welfare of civil servants. Funding should be allocated to policies to offset their implications for civil servant welfare.
  8. Greater independence for organisations to set planning policy and source counterpart funds would improve service delivery. This should be investigated.
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#### BUREAUCRACY

1. There should be a return to standard bottom-up based planning that is inclusive and ensures ownership throughout the organization
  2. A moderate increase in devolution of authority to mid-high level officers, making available resources with approval levels. This will streamline decision-making and encourage increased innovation and decentralization of responsibility.
  3. Regular all-staff meetings should be held in which officers are encouraged to promote their own innovations in public policy.
  4. Reward packages should take into account the innovative outputs of an officer.
  5. A centralised portal should be extended to allow civil servants to upload their own project proposals with the best ideas being funded from a central fund.
  6. Organisations should be given greater freedom to improve partnerships between government, non-governmental organisations, and the donor community in public-private partnerships.
  7. The government would benefit from further research into the production and adoption of innovative ideas for improved service delivery outcomes.
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#### ACCOUNTABILITY

1. SERVICOM's existing work should be better publicised to the service.
  2. SERVICOM should be empowered both financially and politically to have an effective presence in every Federal, State, and Local Government organisation.
  3. Institutional checks and balances within government should be introduced to counter a culture of personalized decision-making and impunity. These checks include more delegation of authority.
  4. An independent office of evaluation should monitor the implementation of public projects and programs.
  5. Key agencies of accountability, including ICPC, EFCC and CCT should be more active in implementing rules and regulations, including periodic asset declaration and verification.
  6. Plans in Vision 20:2020 to enact legislation to better harness the civil service as a check on the political class should be passed as soon as possible.
  7. Civil servants should be provided with the information required to monitor their colleagues and a means to report deviations confidentially.
  8. Human Resource Management Systems and the Performance Management System should include sanctions for non-performers.
  9. Training should include values of integrity, probity and accountability.
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## **ACTION PLAN**

This document aims to complement the National Strategy for Public Sector Reform (NSPSR). By taking account of the views, priorities and concerns of civil servants, it provides both additional details for the smooth and effective implementation of many of the ideas in the Strategy as well as new ideas for reform. There are therefore two avenues for action.

### *Re-Energizing the NSPSR*

The combined recommendations contained above should become the focus for re-energizing reform efforts. By focusing on reforms that are at the core of the NSPSR, address the concerns of civil servants and reflect their priorities, the NSPSR can be implemented rapidly and effectively.

To achieve this, **the organs of government involved in the implementation and monitoring of the NSPSR should be sensitised to the Civil Servants Survey** and invited to assist in the process of isolating strategic 'wins' in civil service reform.

**The Head of Service should send letters to each of these organisations detailing the findings of this survey and requesting a road map for action.** Responsibilities should be highlighted as short term (to be achieved within the next 1-2 years) and longer term (to be achieved within the next 3-5 years).

To ensure each recommendation is suitably financed, organisations (including the Office of the Head of Service) should provide budgets for their activities. These should be presented to government, donors, and the private sector, at a '**National Conference on Civil Service Reform**'. The aim of this conference would be to work out the funding modalities for each component of the joint NSPSR-Civil Servant Survey recommendations.

Moreover, the purpose to which the Civil Servants Survey has been put should be communicated to civil servants. This will ensure that reform efforts are communicated in a way that is seen to be supporting and responding to civil servants, rather than being imposed from the top. Each reform effort should reference the findings of the Civil Servants Survey and **Permanent Secretaries should be requested to discuss the role of the Survey and this report in forthcoming meetings with their senior and junior officials.**

**There is also a need to subsume the recommendations here within the Vision 20:2020 framework and other strategies of government.** This will require vigorous engagement with the National Assembly. As suggested in the report, a series of 'service delivery champions' should be identified to lead the political class to define a strategy for public sector reform and ensure compliance. Mr. President would be well placed to identify and support such champions. OSSAP-MDGs is likely to be able to play a supporting role to Mr. President in this venture.

### *Implementing quick wins*

The Voices of Civil Servants and the Responses of the Head of Service and Permanent Secretaries suggest **ten 'quick wins'** that are of top priority for the National Strategy for Public Sector Reform and would be eagerly welcomed by Civil Servants. Together they would kick-start the reform effort:

1. Officers entering the service for the first time, as new recruits or transfers from lower tiers of government, should be given **an inspiring induction**.
2. Finalize the **revised Public Service Rules and Financial Regulations** and distribute widely.
3. **Create a series of 'service delivery champions' within the political class who will lead the debate on the political class defining their own plan for public sector reform**
4. Refine and introduce the **Public Service Transformation Scheme** to ensure availability of a cadre of top-notch technocrats. These technocrats must be employed in a way that complements the work of civil servants, is part of a long-term strategy of knowledge and skill transfer, and is closely monitored. The PSTS should be preceded by a service-wide skills audit to identify gaps and priorities.
5. Where schedules of duties exist within an organisation, they should be restated to staff. **Managers should ensure every member of staff has an up-to-date written copy of their schedule of duties.** Where schedules of duties do not currently exist for staff, they should be provided as soon as possible. These should identify specialisations in detail sufficient for officers to make investments in their long term career.
6. **The Medium Term Strategic Framework and Sector Strategies are supported at all levels of the service and should be institutionalized as the basis for annual budgeting.** They offer a means of linking political statements to adequate funding of the service, and ensuring a return to standard budgeting procedure.
7. The Office of the Head of the Civil Service should **set up a training database that tracks the training program of each officer in the service.** The system should be service-wide, cover each officer from entry to exit, and be integrated into the overall Human Resource Management System. The training programme specified in the database should be defined by the needs and demands of the individual officer.
8. **Finalize the Federal Civil Service Bill** covering objectives, obligations, conduct, professionalism, rights of civil servants and management of the service.
9. The Office of the Head of Service of the Civil Service should **develop a centralised information portal that acts as a 'one stop shop' for all civil servants needs.** This portal should contain personalised information about the officer who is logged in, as well as access to useful data such as departmental budgets and copies of government policies, public service rules and circulars.
10. Develop and enforce **minimum standards for working environments and equipment.** This should be communicated to all organisations and monitored by the appropriate authority. These guidelines should cover rural health infrastructure.

## ANNEX 1: LIST OF ORGANISATIONS VISITED

ORGANISATIONS VISITED BY SURVEY TEAM	
1.	ADAMAWA STATE MINISTRY OF HEALTH
2.	AKURE NORTH LOCAL GOVERNMENT
3.	AKWANGA LOCAL GOVERNMENT
4.	ANAMBRA/IIMO RBDA - OWERRI
5.	BAKASSI LOCAL GOVERNMENT
6.	BASSA LOCAL GOVERNMENT
7.	BAYELSA STATE MINISTRY OF HEALTH
8.	BENIN OWENA RBDA
9.	BINJI LOCAL GOVERNMENT
10.	BIRNIN-GWARI LOCAL GOVERNMENT
11.	BORNO STATE MINISTRY OF HEALTH
12.	CHAD BASIN RBDA
13.	CITIZENSHIP AND LEADERSHIP TRAINING CENTRE
14.	CROSS RIVER RBDA
15.	CROSS RIVER STATE MINISTRY OF HEALTH
16.	EBONYI STATE MINISTRY OF HEALTH
17.	EGBO ETITI LOCAL GOVERNMENT
18.	ENOGU STATE MINISTRY OF HEALTH
19.	FEDERAL COLLEGE OF EDUCATION - ABEOKUTA
20.	FEDERAL COLLEGE OF EDUCATION - ASABA
21.	FEDERAL COLLEGE OF EDUCATION – GOMBE
22.	FEDERAL COLLEGE OF EDUCATION - GUSAU
23.	FEDERAL COLLEGE OF EDUCATION - OMIKU
24.	FEDERAL GOVERNMENT GIRLS COLLEGE - LEJJA, NSUKKA
25.	FEDERAL GOVERNMENT GIRLS COLLEGE, GBOKO
26.	FEDERAL MEDICAL CENTRE ABEOKUTA
27.	FEDERAL MEDICAL CENTRE, ASABA
28.	FEDERAL MEDICAL CENTRE, BAYELSA - YENAGOA
29.	FEDERAL MEDICAL CENTRE, BIDA
30.	FEDERAL MEDICAL CENTRE, BIRNIN KEBBI
31.	FEDERAL MEDICAL CENTRE, EBUTE METTA
32.	FEDERAL MEDICAL CENTRE, GOMBE
33.	FEDERAL MEDICAL CENTRE, MAKURDI
34.	FEDERAL MEDICAL CENTRE, NASARAWA STATE
35.	FEDERAL MEDICAL CENTRE, OWERRI
36.	FEDERAL MEDICAL CENTRE, OWO
37.	FEDERAL MEDICAL CENTRE, UMUAHIA
38.	FEDERAL MEDICAL CENTRE, YOLA ADAMAWA
39.	FEDERAL MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT
40.	FEDERAL MINISTRY OF EDUCATION
41.	FEDERAL MINISTRY OF ENVIRONMENT
42.	FEDERAL MINISTRY OF FEDERAL CAPITAL TERRITORY ADMINISTRATION
43.	FEDERAL MINISTRY OF HEALTH
44.	FEDERAL MINISTRY OF POWER
45.	FEDERAL MINISTRY OF WATER RESOURCES
46.	FEDERAL MINISTRY OF WOMEN AFFAIRS
47.	FEDERAL MINISTRY OF WORKS, HOUSING AND URBAN DEVELOPMENT
48.	FEDERAL MINISTRY OF YOUTH DEVELOPMENT
49.	FEDERAL POLYTECHNIC EDE
50.	FEDERAL POLYTECHNIC NASARAWA
51.	FEDERAL POLYTECHNIC NEKEDE - OWERRI
52.	FEDERAL POLYTECHNIC OFFA
53.	FEDERAL POLYTECHNIC OKO - NNEWI
54.	FEDERAL POLYTECHNIC, BIDA
55.	FEDERAL POLYTECHNIC, IDAH
56.	FEDERAL STAFF HOSPITAL GARKI-ABUJA
57.	GUBIO LOCAL GOVERNMENT
58.	GUZAMALA LOCAL GOVERNMENT
59.	HADEJIA-JAMA'A RBDA
60.	IGABI LOCAL GOVERNMENT
61.	IGBO EZE SOUTH LOCAL GOVERNMENT
62.	IKARA LOCAL GOVERNMENT
63.	JOS UNIVERSITY TEACHING HOSPITAL
64.	KACHIA LOCAL GOVERNMENT
65.	KADUNA STATE MINISTRY OF HEALTH
66.	KAGARKO LOCAL GOVERNMENT
67.	LAGOS STATE MINISTRY OF HEALTH
68.	LERE LOCAL GOVERNMENT
69.	LOWER BENUE RBDA - MAKURDI
70.	LOWER NIGER RBDA
71.	MASS LITERACY COMMISSION
72.	NARASAWA STATE GOVERNMENT
73.	NATIONAL ACTION COMMITTEE ON AIDS
74.	NATIONAL ARBOVIRUS AND VECTOR RESEARCH – ENUGU
75.	NATIONAL BOARD FOR TECHNICAL EDUCATION SECRETARIAT - KADUNA
76.	NATIONAL CENTRE FOR WOMEN DEVELOPMENT
77.	NATIONAL COMMISSION FOR COLLEGES OF EDUCATION
78.	NATIONAL PRIMARY HEALTH CARE DEVELOPMENT AGENCY
79.	NATIONAL PROGRAMME ON IMMUNISATION
80.	NATIONAL RURAL ELECTRIFICATION AGENCY

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81.	NATIONAL TB AND LEPROSY REFERRED HOSPITAL AND TRAINING CENTRE - ZARIA
82.	NATIONAL TEACHERS INSTITUTE - KADUNA
83.	NATIONAL YOUTH SERVICE CORPS
84.	NIGER DELTA RBDA
85.	NIGER STATE MINISTRY OF HEALTH
86.	NIGERIAN AGRICULTURAL COOPERATIVE AND RURAL DEVELOPMENT BANK - KADUNA
87.	NOMADIC EDUCATION COMMISSION - KADUNA
88.	ODUKPANI LOCAL GOVERNMENT
89.	OGUN/OSHUN RBDA - ABEOKUTA
90.	ONDO EAST LOCAL GOVERNMENT
91.	ONDO STATE MINISTRY OF HEALTH
92.	PLATEAU STATE MINISTRY OF HEALTH
93.	RIYOM LOCAL GOVERNMENT
94.	SOKOTO RIMA RBDA
95.	SOKOTO STATE MINISTRY OF HEALTH
96.	SPECIALIST HOSPITAL, GWAGWALADA
97.	TANGAZA LOCAL GOVERNMENT
98.	UBE COMMISSION
99.	UPPER BENUE RBDA - YOLA
100.	UPPER NIGER RBDA

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## ANNEX 2: MAPPING NATIONAL STRATEGY FOR PUBLIC SERVICE REFORM AGAINST THE FINDINGS OF THE CIVIL SERVANTS SURVEY

S/N	Issue	Selected Observations of the Civil Servants Survey	NSPSR Efforts (Building Blocks)	Selected Recommendations from this Report
1.	Political Will & Leadership	<p>78% of civil servants believe that political interference in the service is 'typical'</p> <p>The need for political class to define their strategy for public service reform</p> <p>The political class place civil servants over which they have influence into positions of power</p> <p>Government projects and programmes are being implemented without recourse to laid down rules</p> <p>Inconsistency in the implementation of government policies due to changes in political leadership</p>	<p>A more enabling institutional and governance framework for public service administration</p> <p>Improved Leadership and Management Development</p> <p>Clarity of Roles of Key Institutions, Effective Co-ordination and Consistency of Leadership Direction</p>	<p>Appoint a series of 'service delivery champions' within the political class to lead the debate on defining plan for public sector reform in line with the national development agenda</p> <p>Projects and programmes as approved under MTSS should be implemented to logical conclusion</p> <p>Technocrats with proven track records and skills should be appointed to head MDAs (square pegs in square holes)</p> <p>Nurturing of leaders should also ensure a sufficient number of competent officers enter leadership positions, through effective promotion</p>
2.	Schedule of Duties	<p>Officers frequently do not know their specific schedule of duties</p> <p>Officers desire a more detailed understanding of their own individual responsibilities</p> <p>Ad Hoc duties overtake the schedule of duties of civil servants</p> <p>The objectives of some units and departments in the service are not clear, and in some cases are mere duplication of others</p>	<p>Rationalised functions, structures and staffing in MDAs</p>	<p>Individual schedule of duties should be clearly stated for every officer and the written copies should be made available</p> <p>A schedule of workloads should be provided to officers in a department to ensure the relative workloads of officers are transparently communicated</p> <p>There should be a skill audit of existing skills within the service</p>
3.	Capacity Building	<p>92% of civil servants stated that they utilize skills learnt in official trainings directly in their work. However few officers receive training.</p> <p>There is no induction for new entrants.</p> <p>Training is seen to be skewed in favour of senior</p>	<p>Efficient and Effective Management of Training</p> <p>More effective public service learning Centres</p> <p>ICT training and equipment</p>	<p>Training database introduced to ensure access to training is need-based, demand-driven and available to every officer</p> <p>Re-inauguration of training committees in MDAs</p> <p>Innovative new approaches to training e.g seminars at lunchtime, mentoring secondments, and on-the-job training</p>

S/N	Issue	Selected Observations of the Civil Servants Survey	NSPSR Efforts (Building Blocks)	Selected Recommendations from this Report
		<p>officers</p> <p>The need for training within the service to be widespread, broad-based, more innovative and relevant</p> <p>IT and other equipment are often provided without training and explanation of their uses</p>		<p>20% of personnel cost should be designated for training and training vote should not be diverted for other uses</p> <p>The impact and value of training should be regularly assessed</p>
4.	Welfare Package	<p>Almost half of civil servants stated that they are dissatisfied with their welfare package</p> <p>Pay package is inadequate and heavily taxed</p> <p>Injustice due to disparity in salary structure: Across the three tiers of government; within a single tier of government; across different cadres; and within a single organisation.</p> <p>Lack of information on contribution to the National Housing Fund</p> <p>Insufficient benefits from National Health Insurance Scheme</p> <p>Services of some Pension Fund Administrators fall below expectation</p>	<p>Improved pay and incentives</p> <p>Service-wide roll out of IPPIS</p>	<p>Needs-based assessment of wages should scientifically inform an equal minimum wage within each tier of government</p> <p>PFA's should regularly remit monies deducted into the pension accounts of clients and communicate account balances to clients</p> <p>Reduce taxes on PAYE</p> <p>Provide detailed information on the taxable components of the salary</p>
5.	Incentive Reward System	<p>Lack of synergy between performance and reward</p> <p>There exists an asymmetry between rewards and sanctions in the service</p>	<p>A effective performance management System</p> <p>Enforcement of civil service rules and Regulations</p>	<p>Rewards should not just be in salary, but also in responsibility, freedom to make decisions, commendation letters, greater office space, employee of the month, merit awards</p> <p>All organisations need to review existing rules for reward and punishment and ensure they continue to apply</p>
6.	Performance Management System	<p>A third of organizations interviewed do not track the performance of their employees</p> <p>Annual Performance Evaluation is inadequate</p> <p>Lack of synergy between performance and reward</p> <p>The current focus of evaluation is very subjective and</p>	<p>Performance Management System</p> <p>A effective performance management System</p> <p>Enforcement of civil service rules and Regulations</p>	<p>The initiation of performance management should be preceded by creating a credible and independently verifiable system of evaluation.</p> <p>Officers should be monitored by their 1) superiors, 2) colleagues, and 3) customer/clients</p> <p>Confidential submissions to OHCSF database</p>

S/N	Issue	Selected Observations of the Civil Servants Survey	NSPSR Efforts (Building Blocks)	Selected Recommendations from this Report
		<p>there is a lack of key performance indicators</p> <p>No rewards for performance</p>		<p>Performance management should have a foundation of equalised pay determined on a needs-based footing. Additional 'performance' allowances should be based on transparently communicated guidelines</p>
7.	Career Progression	<p>Career progression is not currently based on merit or talent</p> <p>Promotions are sometime irregular and are based on connections</p> <p>Managerial positions are sometimes limited to few cadres</p> <p>Federal Character limits the rewards for talent and misdirects talent, and is not being effectively implemented</p> <p>Random transfers sometimes displace skills and knowledge</p> <p>Terminal grade levels vary across MDAs</p>	<p>Merit-based recruitments and promotions with clear guidelines for 'Federal Character'</p> <p>Professionalisation of core civil service Cadres</p>	<p>Positive examples of how career progression might be effectively handled should be communicated widely</p> <p>The Office of the Head of the Civil Service should regularly publish and communicate information on promotion</p> <p>Sub-grades should be created, such as 5-1, 5-2, and 5-3, to provide scope for continued promotion.</p> <p>Transfers across the pool should not be random, but rather place officers in jobs that would engage their professional skills and develop them.</p> <p>All chief executives should have a fixed term of 4 to 5 years.</p> <p>All chief executives should have deputies that share the power to make decisions for the organisation.</p> <p>Terminal grades should be made consistent between organisations</p>
8.	Succession Planning	<p>There is little opportunity to nurture the next generation of management because the top cadre is heavy</p> <p>Limited recruitment puts an increasing burden on existing staff</p> <p>Limited opportunities for the young to assume leadership positions</p> <p>Recruitment and appointments are not based on merit</p>	<p>Merit-based recruitments and promotions with clear guidelines for 'Federal Character'</p>	<p>Recruitment should be based on a needs-based assessment of skills relating to current requirements</p> <p>The Office of the Head of the Civil Service should develop a 'fast track' scheme that provides promising new recruits with additional opportunities for training and project management.</p> <p>Organisations should be given more flexibility in attracting and retain high performing officers.</p>
9.	Information, Communication and Data	<p>45% of managers believe that the collection and use of data is of no importance in their organization</p>	<p>More effective management systems and processes for service delivery</p>	<p>New structures needed to gather and disseminate information e.g a centralised information portal with public service rules, circulars, etc to be domiciled at OHCSF</p>

S/N	Issue	Selected Observations of the Civil Servants Survey	NSPSR Efforts (Building Blocks)	Selected Recommendations from this Report
	Management	<p>Officers do not know their schedule of duties</p> <p>Information scarcity creates opportunities for injustice and manipulation</p> <p>Information about ongoing projects and programmes is limited to a few thereby hindering teamwork</p> <p>Non-existing and irregular departmental and unit meetings</p>		<p>Regular unit and departmental meetings</p> <p>Officers inputs should be included in planning processes for improved participatory management system</p> <p>Sensitizing managers to the value and role of data</p>
10.	Office Equipment and Working Environment	<p>59% of civil servants are dissatisfied with their working conditions</p> <p>Lack of office space and equipment</p> <p>Obsolete equipment</p> <p>Supply of substandard equipment</p> <p>Inadequate physical equipments, eg. Education: No reagents and instructional materials for student practical classes; Agric &amp; Water Sector: Non-functional tractors; Healthcare: No X-ray machines, ambulances etc</p>	<p>More effective management systems and processes for service delivery</p> <p>Efficient and effective management and maintenance of public assets</p> <p>More effective management systems and processes for service delivery</p>	<p>Definition of a minimum standard of facilities for all government offices</p> <p>Every officer should have a workspace with appropriate furniture for their responsibilities</p> <p>Every organization should have reliable water, sanitation and security</p> <p>Every organization should publish hours of available power to enable officers to plan their schedules</p> <p>Every organization should have access to a well-stocked library</p> <p>Reform the stock verification and the store system in the service in order to ensure among others the workability of supplied equipment</p>

S/N	Issue	Selected Observations of the Civil Servants Survey	NSPSR Efforts (Building Blocks)	Selected Recommendations from this Report
11.	Logistical Support	<p>Officers face accommodation and transportation challenges</p> <p>Rent charges within Abuja city and satellite locations are too expensive compared to wages</p> <p>High traffic situation when commuting to and from work places</p> <p>Inadequate infrastructure and equipment in the rural areas</p>	<p>More effective management systems and processes for service delivery</p>	<p>The ongoing NSPSR effort should be extended to the states and local government levels</p> <p>An agency should be set up that regulates rent charges and enforces consumer protection standards in the Federal Capital Territory</p> <p>Loan facilities for housing should be expanded for those civil servants who live in congested urban centres such as Abuja or Lagos.</p> <p>More staff buses and dedicated bus lanes should be provided to transport MDA staff to outlying districts of large cities.</p> <p>Government should shift MDA offices to various locales around the capital and beyond.</p>
12.	Bottom Up Based Planning	<p>68% of civil servants believe that the use of consultants does not improve the efficiency of government businesses</p> <p>Redundancy is very common in the service as officers are no longer engaged in the process of planning and implementation</p> <p>Officers feel marginalised as consultants now perform their duties</p> <p>Officers sometimes perform schedules outside their remit e.g a nurse performing administrative duties</p> <p>A single schedule is some times perform by more than one officer</p>	<p>More effective management systems and processes for service delivery</p> <p>More effective management systems and processes for service delivery</p> <p>Public Service Transformation Scheme</p>	<p>There should be a balance between the use of civil servants and the consultants</p> <p>Teams of civil servants and consultants should jointly conduct planning and implementation</p> <p>Ascertain the competence of the consultants prior to any engagements in government business</p> <p>Government would do well to investigate mechanisms that limit executive power</p> <p>Government should set up quality control units in relevant organisations so that officials involved in the utilisation of procured equipment can check the quality of items before signing off on delivery</p>
13.	Local Government	<p>Offices are ill-equipped</p> <p>Officers are not regularly trained</p> <p>Rewards are non-existent and discipline ad hoc</p>	<p>More effective management systems and processes for service delivery</p> <p>Ethical standards, accountability and results-oriented work culture</p>	<p>The Governor's Forum should develop an agreement amongst states as to a minimum basic package for local government staffs. The implementation of this package should be monitored by ALGON and the proposed central welfare committee.</p>

S/N	Issue	Selected Observations of the Civil Servants Survey	NSPSR Efforts (Building Blocks)	Selected Recommendations from this Report
		<p>Lowest paid civil servants</p> <p>Funds do not effectively reach the local governments</p> <p>Funds are misdirected by the political class at the local governments</p>	<p>Sustained Improvements in Budget Formulation and Monitoring of Execution</p> <p>Enforcement of civil service rules and Regulations</p>	<p>Government should support the debt relief-funded initiative of the Conditional Grants Scheme to Local Governments and scale up those aspects of the work that are successful.</p> <p>A long term strategy for the autonomy of local governments should be developed by relevant members of Government</p> <p>Adequate measures should be put in place to ensure transparency and accountability in the use of funds at the local governments</p> <p>Service delivery initiative should be extended to States and LGAs e.g SERVICOM</p>
14.	Funding the Service	<p>Abandonment of projects and programmes due to lack of funds</p> <p>Late approval of budget undermines plans made by public servants</p> <p>Delay in the release of funds prevents effective implementation</p>	<p>Sustained Improvements in Budget Formulation and Monitoring of Execution</p> <p>Efficient Treasury Management and Utilisation of Funds in MDAs</p> <p>Implementation of performance-based budgeting</p>	<p>Budgeting should be systematically prepared along the lines of bureaucratic process, planning, and procedure. There should be a return to standard practice in budgeting.</p> <p>There should be opportunities to sensitise the political class to the underlying rationale behind sector policies.</p> <p>Any extension in the budget year should be tied to the amount of time that capital releases have been delayed.</p> <p>Adequate funds should be provided for all projects approved</p>
15.	Bureaucracy	<p>The public service does not currently stimulate innovation</p> <p>Officers are not able to make decisions outside the extant rules of the service</p> <p>There is rigidity in adopting new techniques and procedures</p>	<p>More effective management systems and processes for service delivery</p> <p>Strong Public-Private Partnerships (PPP) in the delivery of public services</p>	<p>There should be a return to bottom-up based planning.</p> <p>Regular all-staff meetings should be held in which officers are encouraged to promote their own innovations</p> <p>Reward packages should take into account the innovative outputs of an officer.</p> <p>A centralised portal should be extended to allow civil servants to upload their own project proposals with the best ideas being funded from a central fund.</p>

S/N	Issue	Selected Observations of the Civil Servants Survey	NPSR Efforts (Building Blocks)	Selected Recommendations from this Report
				Organisations should be given greater freedom to improve partnerships between government, non-governmental organisations, the donor community, and public-private partnerships.
16.	Accountability	<p>27% of officials believe that they are unlikely to be held accountable for breaking the Public Service Rules</p> <p>Civil servants lack the courage to check corruption by the political class</p> <p>Inadequate monitoring and evaluation framework for public expenditures</p> <p>Appointment of Chief Executives is not based on merit but on connections</p>	<p>Ethical standards, accountability and results-oriented work culture</p> <p>Strengthened demand side of Accountability</p> <p>Efficient Treasury Management and Utilisation of Funds in MDAs</p> <p>Timely accounting and reporting in line with International Public Sector Accounting Standards (IPSAS)</p> <p>Efficient and effective management and maintenance of public assets</p>	<p>Current achievements of SERVICOM should be regularly publicised for the information of the service</p> <p>Establish an independent office of monitoring and evaluation</p> <p>SERVICOM should be empowered both financially and politically to have an effective presence in government organisations in the three tiers</p>
17.	SERVICOM	<p>70% of managerial staff believe that SERVICOM has changed the way their organizations deliver services</p> <p>SERVICOM has been constrained from fully delivering on its mandate by political and resource constraints</p> <p>Officers are keen for a re-energized SERVICOM</p> <p>Inadequate sensitization about the role of SERVICOM in the States and LGAs</p>	<p>More effective management systems and processes for service delivery</p>	<p>SERVICOM should be strengthened and empowered to effectively deliver on its mandate</p> <p>Service delivery initiative should be extended to States and LGAs</p>