

Civil Servants Survey Report

VOICES FROM THE SERVICE

June 2011

Executive summary and recommendations



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

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.

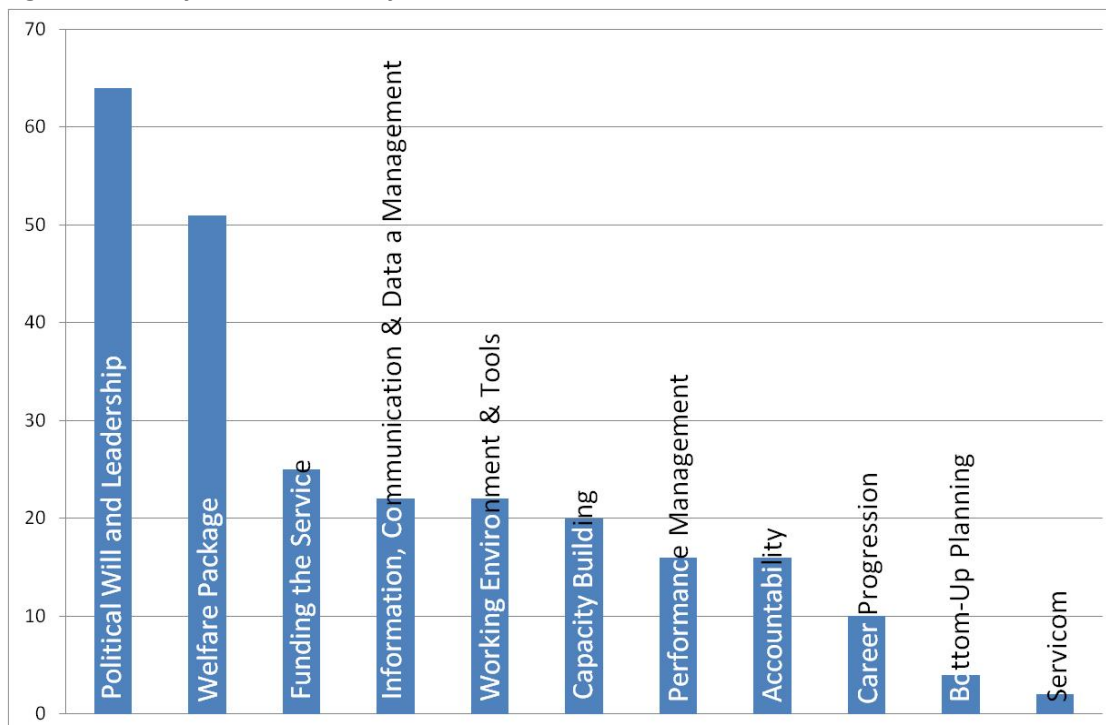
In the report, we divide our discussion of solutions into those that are ‘short term’ and those that are ‘long term’, requiring a greater level of investment or having a longer implementation timeframe. At the end of the report, we make 163 specific recommendations as to how to reform the service, and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

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.

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.
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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.

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 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.

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, 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.

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.

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 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.
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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.



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.

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. 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.

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.



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 corpers 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.

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.

BOTTOM-UP BASED PLANNING/USE OF CONSULTANTS

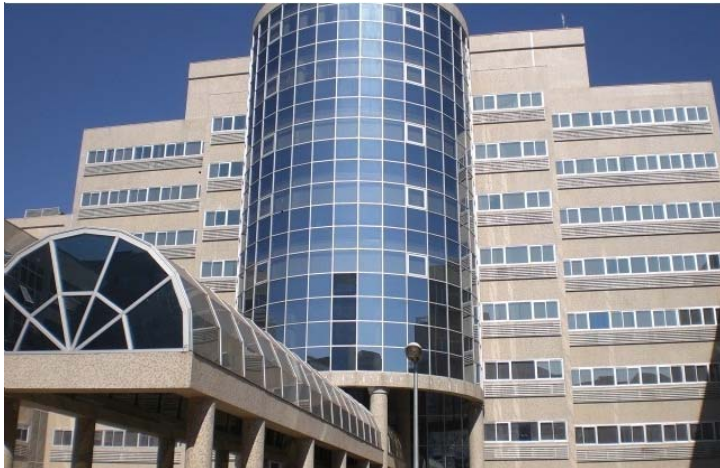
1. Government should reduce the use of consultants in public projects, or at least have a long term strategy governing the role of consultants in the civil service.
2. Teams of civil servants and consultants should jointly conduct planning.
3. There is the need to ascertain the competence of consultants 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 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.

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.

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.



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 confidentiality.
 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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