

14<sup>th</sup> June, 1995

General Sani Abacha, GCON, mni,  
Head of State, Commander-in-Chief of  
the Armed Forces,  
Federal Republic of Nigeria,  
Presidential Villa,  
Abuja.

Your Excellency,

**SUBMISSION OF THE MAIN REPORT OF  
THE REVIEW PANEL ON THE CIVIL SERVICE REFORMS**

On 21st December, 1994, we submitted an Interim Report to Government on some aspects of the terms of reference which, in the Panel's view, required early attention of your Administration in its efforts to revitalize the Civil Service. It is gratifying to note that the Government in the 1995 Budget Speech abrogated the Civil Service (Re-Organisation) Decree No.43 of 1988 and its Amendment Decree No.80 of 1993, which we believed had done a lot of harm to the Civil Service.

2. Your Excellency will recall that you had assigned to the Panel the additional responsibility of restructuring the Ministries and Parastatals and recommending their appropriate manning levels. Consequently necessary machinery has been set in motion to tackle this additional term of reference which, from all indications, is very extensive.

3. In carrying out the present assignment, we have been guided by experience and have avoided merely borrowing or grafting ideas and practices from other systems. Our main concern has been to fashion out what, given our experience as well as our present circumstances, we believe can work in Nigeria.

4. In the course of this exercise, we have found that the Nigerian Civil Service, as an effective and dependable institution has virtually broken down. We have made a number of findings which we feel Government should address if it is to have a chance of arresting the present decadence and restoring to the Service its former position of effectiveness as an instrument for the implementation of Government policies. Among the important findings are:

- (i) Politicisation of the Civil Service especially at the top level;
- (ii) Virtual breakdown of discipline;
- (iii) Disregard for financial accountability and probity;
- (iv) Uniform structure of Ministries which contributed to the bloating of the Civil Service;
- (v) Low morale and frustration of civil servants as a result of the appallingly low level of remuneration, insecurity, absence of basic working tools, etc.;
- (vi) Prevalence and virtual institutionalisation of corruption at all levels of the Service;

**ACKNOWLEDGEMENT**

- (vii) Proliferation of parastatals in the last decade resulting in duplication of functions, conflict in roles and avoidable waste of human and material resources;
- (viii) Scant regard for the rules, regulations and procedures resulting in arbitrary decisions and general loss of direction;
- (ix) The hardship faced by civil servants moving to Abuja arising from acute shortage of residential accommodation, transportation, etc.

We are aware of the vacuum created within the Civil Service system by the operation of the Civil Service Re-Organisation Decree No.43 of 1988. We therefore suggest that Government considers this Report early so that definite structures and guidelines can be put in place for the effective operation of the Civil Service.

We would like to thank Your Excellency for considering us worthy to serve the on in this capacity. We hope that our modest contribution in this regard would assist the Government in charting a new course for the Civil Service.

We hereby respectfully submit our Main Report to your Excellency.

We are,  
Yours faithfully,

*Mr. Allison A. Ayida*  
Chairman

*A. Liman Ciroma*  
Member

*Chief Innocent D. Nwoga*  
Member

*Abraham M. Damoica*  
Member

*Chief Augustus Adebayo*  
Member

*Abubakar Umar*  
Member

*Alhaji Shehu G. Qmar*  
Member

*Mr. Paul N. Ibeku*  
Secretary

The Panel wishes to express deep appreciation and gratitude to the many public officers it interviewed or interacted with on various issues pertaining to its work. In particular, the Panel is grateful to Alhaji Aminu Saleh, the Secretary to the Government of the Federation, for his consistent supportive role, making himself readily available for consultation to the Panel whenever the need arose and for providing facilities and logistics. The Panel is also appreciative of the support and co-operation of the officers and staff of the Presidency.

The Panel is indebted to Chief (Mrs). A. M. Osomo, former Minister of Establishments and Management Services, for providing working papers and some staff for the Secretariat and for appearing before it. Others who deserve special mention include Alhaji Adamu Ciroma and Mr. Silas Ito, both former Ministers, for their contributions during the Panel's meeting with the Secretary to the Government of the Federation. The Panel is also grateful to Alhaji Adamu Fika, the former Head of Service, for honouring its invitation and for his invaluable contribution, and to the Chairman, Federal Civil Service Commission, Alhaji S. Kazaura, who, on several occasions, shared his experience with the Panel.

The Panel thanks all those who submitted memoranda and the individuals, Trade Unions and Associations who appeared before it and shared their experiences on various aspects of the terms of reference. Special mention must be made of the State Governments that submitted memoranda to the Panel. The Panel found their contributions of immense benefit. The lists of those who submitted memoranda and those who appeared before the Panel are in Appendices I and II of this Report.

The Panel wishes to place on record its appreciation to the Secretary of the Panel, Mr Paul N. Ibeku, mni, and the entire members of the Secretariat Staff for their devotion to duty and commitment to the Panel's assignment. Their familiarity with the operations of the Civil Service made the Panel's work much easier.

**TABLE OF CONTENTS****Page**

	Letter of Transmittal	i	Management Information Unit		
	Acknowledgement	iii		28	
<b>CHAPTER 1</b>	<b>INTRODUCTION</b>	1	<b>The Units</b>	28	
	Terms of Reference	1	<b>Number of Departments in a Ministry</b>	29	
	Additional Term of Reference				
	Scope of Work	3	<b>Proposed Guidelines on the Organisational Structure</b>	30	
	Methodology	4	<b>Recommendations</b>	32	
	Submission of the Report	6			
<b>CHAPTER 2</b>	<b>THE BASIC ROLE OF THE CIVIL SERVICE</b>	8	<b>CHAPTER 5</b>	<b>THE MINISTER</b>	34
<b>CHAPTER 3</b>	<b>PAST CIVIL SERVICE REFORMS AND DECREE NO 43 OF 1988</b>	13		<b>Pre-Reforms Arrangement</b>	34
	Past Reforms	13		<b>Position under the Reforms (Decree No. 43 of 1988)</b>	35
	The Civil Service (Re-Organisation) Decree 1988	16		<b>Proposed Arrangement</b>	37
	Defects of the Repealed Decree	17		<b>Recommendations</b>	38
	Recommendations	21	<b>CHAPTER 6</b>	<b>THE PERMANENT SECRETARY</b>	39
<b>CHAPTER 4</b>	<b>STRUCTURE OF THE MINISTRY</b>	22		<b>Past and Present Dispensation</b>	39
	Position before the 1988 Reforms	22		<b>Accounting Officer</b>	41
	Structure of the Ministry under Decree No. 43 of 1988	24		<b>Appointment of Permanent Secretaries</b>	42
	Department of Administration and Finance	26	<b>CHAPTER 7</b>	<b>THE POSTS OF SECRETARY TO THE GOVERNMENT OF THE FEDERATION AND THE HEAD OF THE CIVIL SERVICE</b>	45

	Need for a Head of the Civil Service	46
	Argument for Merging the Posts of Head of Service and Secretary to the Government	47
	Argument for the Separation of the two Posts	47
	Proposed Arrangement	48
	Duties of the Secretary to the Government of the Federation	49
	Duties of the Head of the Civil Service	50
	Recommendations	52
<b>CHAPTER 8</b>	<b>THE PRESIDENCY</b>	
	Structure of the Presidency	53
	Proposed Arrangement	54
	Parastatals Located in the Presidency	55
<b>CHAPTER 9</b>	<b>EXTRA-MINISTERIAL DEPARTMENTS AND STATUTORY BODIES</b>	
	Co-ordination of Government Policies	62
	Conduct of Government Business	62
	Recommendations	63
	Definition	64

	List of Extra-Ministerial Departments and Statutory Bodies	64
	Misapplication of the Term "Extra-Ministerial Department"	65
	Application of the Proposed Arrangement to Extra-Ministerial Departments	66
	Recommendations	66
<b>CHAPTER 10</b>	<b>PERSONNEL MANAGEMENT</b>	
	Pre-Reforms System	67
	Arrangement under the Reforms of 1988	68
	Proposed Arrangement	69
	Recruitment	72
	Promotion	73
	Accelerated Promotion	74
	Discipline	75
	Transfers and Secondments	76
	Acting Appointment	76
	Staff Performance Evaluation	77
	Industrial Relations Liaison	79
	Staff Categorisation and Nomenclature	79
	Staff Exchange with the Private Sector and other Services	82



	Recommendations	83	Proposed System	103
<b>CHAPTER 11</b>	<b>THE POOL SYSTEM</b>	87	Funding of Training	103
	Pre-Reforms Arrangement	87	Special Senior Management Course	104
	Position under the Reforms	88		
	Proposed Arrangement	90	Re-engagement of Retired Officers for Training and Retraining	106
	Stagnation and Supersession	91	Study Leave Without Pay	107
	Recommendations	93	Training Institutions	108
<b>CHAPTER 12</b>	<b>ROLE OF THE FEDERAL CIVIL SERVICE COMMISSION</b>	94	Centre for Democratic Studies	108
	Position before the Reforms	94	Recommendatons	110
	Position under the Reforms	94		
	Proposed Arrangement	95	<b>CHAPTER 14</b>	<b>PERFORMANCE EVALUATION AND ORGANISATIONAL REVIEW OF MINISTRIES</b>
	Relationship between the Commission and Ministries/ Extra-Ministerial Departments	96		112
	"Notes for Guidance"	97	Performance Goal and Target Setting	112
	Appellate Role	97	Performance Evaluation and Reports	113
	Staff Records and Statistics	97	Organisational Review of Ministries	114
	Membership of the Commission	98	Recommendations	115
	Recommendations	98		
<b>CHAPTER 13</b>	<b>TRAINING AND STAFF DEVELOPMENT</b>	100	<b>CHAPTER 15</b>	<b>OPERATIONAL METHODS, PROCEDURES AND MANUALS</b>
	Training System before the Reforms	100		117
	Training System under the Reforms	100	Adherence to Government Policies, Rules and Regulations	117

Classified Information	117	Expenditure Powers	135
Open Government	118	Tenders Arrangement	135
Delegation of Duties	118	Financial Control and Audit Alarm	136
Problem of Delays	120	Financial Reports	137
Review of Work Procedures	121	Public Accounts Committee	138
Periodic Review of Operational Manuals	122	Role of the Auditor-General	138
The Federal Government Press	124	Financial Accountability	139
Recommendations	124	Broad Application of Planning	140
		Recommendations	140
<b>CHAPTER 16 RETIREMENT, PENSION AND GRATUITY</b>	126	<b>CHAPTER 18 MORALE IN THE CIVIL SERVICE</b>	142
Conditions for Retirement	126	Recommendations	144
Indiscriminate Retirement of Civil Servants	128	<b>CHAPTER 19 CORRUPTION AND ABUSE OF OFFICE IN THE CIVIL SERVICE</b>	146
Delays in Payment of Gratuity	129	Recommendations	148
Existing Pension Scheme	129		
Harmonisation of Pensions of Civil Servants	130	<b>CHAPTER 20 STAFF REMUNERATION</b>	150
Contributory Pension Scheme	130	Civil Service Compensation Package	150
Recommendations	131	Interim Measure	152
		Education Allowance	153
<b>CHAPTER 17 FINANCIAL MANAGEMENT AND PLANNING</b>		Future Pay Review Policy	153
Financial Management under the 1988 Reforms	133	Recommendations	154
Funds Allocation and Budget Committee	133		

<b>CHAPTER 21</b>	<b>RELATIONSHIP BETWEEN PARASTATALS /STATE-OWNED COMPANIES AND THEIR SUPERVISING MINISTRIES</b>	<b>155</b>
	Relationship	155
	Duplication of Functions	158
	Contract Leasing	158
	Recommendations	159
<b>CHAPTER 22</b>	<b>OTHER MATTERS</b>	<b>160</b>
	Working Tools and Facilities	160
	Maintenance and Cleaning of Offices	161
	Housing	162
	House Ownership	163
	Free Medical Care	164
	Recommendations	165
<b>CHAPTER 23</b>	<b>APPLICATION OF THE REFORMS TO STATE AND LOCAL GOVERNMENT SERVICES</b>	<b>167</b>
	Recommendation	168
<b>CHAPTER 24</b>	<b>IMPLEMENTATION</b>	<b>169</b>
	Implementation Committee	170
	Recommendations	171
<b>CHAPTER 25</b>	<b>SUMMARY OF RECOMMENDATIONS</b>	<b>172</b>

<b>APPENDIX I</b>	<b>List of Organisations and Persons who submitted Memoranda</b>	<b>189</b>
<b>APPENDIX II</b>	<b>List of Persons and Unions who Appeared before the Panel</b>	<b>195</b>
<b>APPENDIX III</b>	<b>List of Secretariat Staff</b>	<b>198</b>

# CHAPTER 1

## INTRODUCTION

1.1 By letter reference No.58786/S.11/C.TI/58 of 3rd October, 1994, the Secretary to the Government of the Federation conveyed the appointment by the Head of State, Commander-in-Chief of the Armed Forces of the Federal Republic of Nigeria, General Sani Abacha, GCON, of a seven-man Panel on the Review of the Civil Service Reforms made up of:

Mr. Allison A. Ayida	-	Chairman
Alhaji A. Liman Ciroma	-	Member
Alhaji Ibrahim M. Damcida	-	"
Alhaji Abubakar Umar	-	"
Chief Innocent D. Nwoga	-	"
Chief Augustus Adebayo	-	"
Alhaji Shehu G. Omar	-	"
Mr. Paul N. Ibeku	-	Secretary

### Terms of Reference

1.2 The Panel was formally inaugurated on 10th November 1994 by the Head of State, with the following terms of reference:

- (i) to examine and properly define the role of the Civil Service in the executive arm of government and evaluate how well this role has been performed in the past years and factors that

have facilitated or inhibited effective performance;

- (ii) to re-examine the various provisions of the Civil Service (Re-Organisation) Decree No. 43 of 1988 and make recommendations designed to ensure improved performance, efficiency and commitment in the Service;
- (iii) to identify the various factors that have led to low morale in the Civil Service and make recommendations to raise the morale of the staff and give them a sense of security;
- (iv) to examine the problem of co-ordination and accountability in the Ministries and Extra-Ministerial Departments and recommend how co-ordination and accountability can be enhanced in the Service;
- (v) to examine the abolition of the Head of the Civil Service and the pooling system brought about by the reforms since 1988 and to recommend whether it is necessary to restore them. In the case of the pooling system, to determine at what level of management it should be effected;
- (vi) to examine the provisions of Decree No. 43 of 1988 and the two Explanatory Notes already issued on it and consider their relevance to the State and Local Government Civil Services;
- (vii) to make any other recommendations which in the opinion of the Panel, are relevant to its assignment.

#### Additional Term of Reference

- 1.3 By letter reference No.58786/S.11/C.2/T1/118 of 10th February, 1995, the Secretary to the Government of the Federation conveyed to the Panel, an additional term of reference which was contained in the Head of State's 1995 Budget Speech, viz:

"to examine the structure of Government Ministries and Parastatals, and to further recommend the appropriate manpower strengths of the institutions from the point of view of efficiency".

#### Scope of Work

- 1.4 The Panel observed that the scope of the assignment was very wide and would entail a comprehensive study of the operations of the Civil Service and the structural and functional changes which had taken place over the years. The following areas were identified for consideration:
- (i) The Minister as the Chief Executive and Accounting Officer;
  - (ii) The abolition of the post of the Head of the Civil Service;
  - (iii) The abolition of the post of Permanent Secretary and the introduction of the post of Director-General as Deputy Minister;
  - (iv) The politicisation of the Civil Service, especially the post of Director-General;



- (v) The abolition of the pooling system (Lawyers, Accountants, Administrative Officers, Secretaries, etc.);
- (vi) The Uniform Structure of Ministries (8-Department Structure);
- (vii) The Presidency; the functions, size and scope of work;
- (viii) The Structure of the Civil Service;
- (ix) The Role of the Federal Civil Service Commission in appointment, promotion and discipline;
- (x) The application of the Civil Service Rules and the Financial Regulations;
- (xi) Manpower training and enhanced productivity in the Civil Service;
- (xii) Low morale and corruption in the Service;
- (xiii) Retirement - compulsory age, length of service;
- (xiv) Pensions - adequacy of pensions and gratuities, automatic adjustments in line with rising cost of living, etc;
- (xv) Staff Welfare - fringe benefits like housing, transport, entertainment allowances, medicare, etc,
- (xvi) Restructuring of Ministries and Parastatals, and determining their appropriate manning levels.

#### Methodology

1.5 The Panel adopted the following methods in carrying out its assignment:

#### (a) Call for Memoranda

Publications were made in four daily national newspapers, inviting memoranda from interested members of the public. Memoranda received were studied and the various suggestions were taken into account before the Panel arrived at its recommendations.

#### (b) Documents Review

Operational manuals and circulars in force were consulted. The following documents were also studied by the Panel:

- (i) The Constitution of the Federal Republic of Nigeria, 1979;
- (ii) Report of the Public Service Review Commission, 1974 (Udoji Report);
- (iii) Report of the Study Team on the Structure, Staffing and Operation of the Nigerian Civil Service (Phillips Report), 1985;
- (iv) Report of the Presidential Task Force on the Implementation of the Civil Service Reforms (Koshoni Report) 1988;
- (v) Minority Report of the Presidential Task Force on the Implementation of the Civil Service Reforms (Fika Report) 1988;
- (vi) The Civil Service (Re-Organisation) Decree No. 43 of 1988 with the two Explanatory Notes and its Amendment Decree No. 80 of 1993.

(c) Special Interviews

The Panel held discussions with some present and former top public functionaries, representatives of Trade Unions and Associations as well as interested members of the public, to share their experience on various aspects of the terms of reference.

(d) Workshop on the Civil Service Reforms

Members of the Panel participated in the Workshop of the Secretary to the Government of the Federation with the Federal Directors-General and Secretaries to State Governments on the Review of the Civil Service Reforms held at Abuja in February, 1995. The workshop provided an opportunity for members and participants to exchange views on the problems of the Civil Service and propose solutions.

Submission of the Report

1.6 Given the scope of the work involved, the Panel agreed that the assignment be carried out in phases as follows:

- (i) Interim Report
- (ii) Main Report
- (iii) Report on the Restructuring and Determination of the Manning Levels of Ministries and Parastatals.

1.7 The Interim Report was submitted on 21st December, 1994 on the basis of which the Government repealed the Civil Service (Re-Organisation) Decree No.43 of 1988. This document which is the Main Report, completes the second phase of the assignment. The third phase of the assignment which is the restructuring and determination of the manning levels of Ministries and Parastatals, will be submitted later.

## CHAPTER 2

### THE BASIC ROLE OF THE CIVIL SERVICE

1 Section 277 of the Constitution of the Federal Republic of Nigeria, 1979 defines the Civil Service as the "Service of the Federation in a civil capacity as staff of the office of the President, the Vice President, a ministry or department of the Government of the Federation assigned with the responsibility for any business of the Government of the Federation"

2.2 The Civil Service is the main instrument through which the Government carries out its business. Civil servants are insulated from partisan politics and are expected to render loyal service and professional advice to the Government of the day. They are also expected to enjoy security of tenure.

2.3 The basic role of the Civil Service has never been static but has been influenced by the social, economic and political dynamics which have operated in the country since the emergence of Nigeria as a nation. In the pre-independence era, the Civil Service was primarily concerned with the maintenance of law and order and fostering social and economic development. After independence in 1960, the emphasis was on social and economic development and the Civil Service had to adapt its basic role to the new challenges.

With the introduction of Military rule in 1966 and the abolition of political institutions, the Civil Service became exposed to challenges of performing duties which are sometimes incompatible with its traditional role. With the intervention of the civil war years and its aftermath, the emphasis shifted to preserving national unity, reconciliation, rehabilitation and reconstruction. With the subsequent increase in oil revenue available to Government, the Civil Service had to face even greater challenges in the development of infrastructure and the provision of social services. In the last decade, the Civil Service has had to adapt its role to the new challenges of managing the ailing economy, through the Structural Adjustment Programme (SAP), rationalising public expenditure and reforming itself. Throughout, it was a period of political instability.

2.4 To be able to perform its functions efficiently and effectively, it is important that the role of the Civil Service is maintained and jealously guarded in line with the nation's philosophy, goals and objectives. It should also be flexible enough to accord with the requirements of the time. The Panel observes that some important aspects of these goals and aspirations were vividly spelt out in the 1970-1974 National Development Plan. Since then, they have also

been severally reflected in other documents, notably in Chapter 2 of the Constitution of the Federal Republic of Nigeria, 1979, on Fundamental Objectives and Directive Principles of State Policy.

These national objectives are the building of:

- (i) a free and democratic society;
- (ii) a just and egalitarian society;
- (iii) a united, strong and self-reliant nation;
- (iv) a great and dynamic economy, and;
- (v) a land of bright and full opportunities for all citizens.

Based on the foregoing, therefore, the main role of the Civil Service is to translate the broad objectives of the Government which are derivable from the national goals and aspirations into concrete actions in form of programmes and projects. Specifically, the role of the Civil Service should be:

- (i) to assist the Government in the formulation and implementation of its policies and programmes;
- (ii) to operate an administrative system that is development-conscious, performance oriented, efficient and effective;
- (iii) to promote and assist the growth, dynamism and social responsibility of private enterprises within the framework of national economic objectives;

- (iv) to operate an efficient and effective personnel management system;
- (v) to manage effectively national data and information system;
- (vi) to assist in promoting national unity and integration;
- (vii) to provide efficient and reliable social services to the people;
- (viii) to assist Government in the generation and mobilization of revenue and judicious expenditure of public funds.
- (ix) to provide continuity in governance, especially in times of crisis.

2.6 It has to be acknowledged that the Civil Service is no longer in a position to perform the foregoing roles effectively. While appreciating the reduced level of performance of the Civil Service, the Panel believes that it is capable of performing better.

2.7 The following are some of the factors which have been identified as inhibiting the effective performance of the Civil Service:

- (i) political instability;
- (ii) interference with the work of civil servants and the non-observance of the laid down rules and procedures;
- (iii) inadequate provision of financial and material resources

- (iv) politicisation of the Civil Service;
- (v) poor remuneration;
- (vi) slow response to technological changes and improved procedures necessary in running a modern organization;
- (vii) insecurity of tenure;
- (viii) corruption;
- (ix) low regard for civil servants by the military in government, some members of the political class and the business community .

These constraints notwithstanding, it must be stated that the Civil Service is largely a reflection of the wider society which is now characterised by bribery and corruption and other social vices at all levels. However, because of its crucial position, the Civil Service should act as a role model for hardwork, efficiency, patriotism and honesty.

## CHAPTER 3

### PAST CIVIL SERVICE REFORMS AND DECREE NO. 43 OF 1988

#### Past Reforms

3.1 Since the colonial era, successive Governments had instituted various study teams or Commissions to address problems of the Nigerian Civil Service. Such studies include:

- (i) Hunt Commission, 1934
- (ii) Harragin Committee, 1946
- (iii) Foot Commission 1948
- (iv) Philipson/Adebo Report, 1949/50
- (v) Gorsuch Committee, 1954
- (vi) Newns Committee, 1959
- (vii) Mbanefo Committee, 1959
- (viii) Morgan Salaries and Wages Commission, 1963
- (ix) Wey Panel on Public Service Management and Salary Administration, 1968
- (x) Elwood Grading Team, 1969
- (xi) Adebo Commission, 1973
- (xii) Public Service Review Commission (Udoji Report), 1974
- (xiii) Study Team on the Structure, Staffing and Operations of the Nigerian Civil Service (Phillips Report), 1985



(xiv) Presidential Task-Force on the Implementation of the Civil Service Reforms (Koshoni Report), 1988.

The most comprehensive reform in the Civil Service was the Public Service Review Commission of 1974 usually referred to as the Udoji Commission. Unlike earlier reviews, which were mainly concerned with salaries and wages, the Udoji Report covered in addition to salaries and wages, organisation and structure of the Civil Service, new management techniques, positive attitudinal change, etc. which were required to move the Civil Service forward.

Some of the major recommendations accepted by Government were:

- (i) The establishment of a Code of Ethics which every employee in the Civil Service must subscribe to;
- (ii) The introduction of a results-oriented Service which emphasises concrete achievement rather than measuring achievement in terms of expenditure incurred or size of personnel;
- (iii) The introduction of three new management techniques namely, Project Management (PM), Management by Objectives, (MBO) and Programme and Performance Budgeting System (PPBS), into the management of the Civil Service;

- (iv) Replacing Confidential Reporting system with the Open Reporting system based on agreed targets and regular dialogue between the reportee and reporting officer;
- (v) The merit system as basis of reward in the Civil Service;
- (vi) Massive training programmes for senior officers in the Civil Service in order to enhance their executive capacity;
- (vii) The introduction of a Unified Grading and Salary Structure (UGSS) for all staff in the Civil Service including Parastatals;
- (viii) A system of continuous job evaluation and grading, in order to restore an equitable system of equal pay for substantially equal work, and
- (ix) The establishment of an implementation agency that would review the Civil Service on a continuous and regular basis.

3.4 The Panel observes that in spite of the lofty recommendations by the Udoji Commission that were accepted by Government, only the wages and salaries aspects were faithfully and speedily

implemented. The others were either not implemented at all or were partially or haphazardly implemented.

5 Following another Civil Service Review Exercise (Phillips Report, 1985) Government in January 1988 set up the Koshoni Task Force to implement aspects of the Report. This resulted in the promulgation of the Civil Service (Re-Organisation) Decree No.43, 1988.

#### The Civil Service (Re-Organisation) Decree 1988

6 The Panel deliberated extensively on the provisions of the Civil Service (Re-Organisation) Decree 1988 (the Reforms) together with its Explanatory Notes Volumes I and II, which came into effect on 1st April, 1988, and noted that it introduced wide ranging reforms into the Nigerian Civil Service. The stated aim of the Reforms was to make the Civil Service virile, dynamic and result-oriented. Other objectives of the Reforms included:

- (i) Enhanced Professionalism;
- (ii) Alignment with the Presidential System of Government;
- (iii) Decentralisation and Delegation;
- (iv) Combination of Authority with Responsibility;
- (v) Enhanced Accountability;
- (vi) Enhanced Checks and Balances;

(vii) General Modernisation;

(viii) Enhanced Effectiveness, Efficiency and Speed of Operation.

The Panel examined the objectives of the Reforms and noted Government's intention to give a new lease of life to the Civil Service. Unfortunately, these objectives have not been realised.

#### Defects of the Repealed Decree

3.8 The Panel's examination of the basic provisions of the Decree showed that majority of the provisions were characterised by inherent short-comings that were in fact inhibiting factors to the realisation of the objectives of Government. The Panel's observations in this regard are:

- (i) The statement in the preamble to the Decree that the Federal Military Government "accepts, as a principle, the existence of a civil service" is a derogatory and grudging acknowledgement of the existence of an institution which has been the hub of Government since its inception. It is also indicative of the disregard with which the Decree treated the old and time-tested practices of the Civil Service.

(ii) Clause I of the Decree stated:

"Notwithstanding anything to the contrary in any law, regulation or rule, including the Constitution of the Federal Republic of Nigeria 1979, as amended, the Civil Service shall, as from the commencement of this Decree, be organised, structured and administered in accordance with the provisions of the Decree".

This unusual provision purported to make the Decree superior to the Nigerian Constitution and any other rules and regulations guiding the operations of the Civil Service.

(iii) The Decree put the structure and operations of the Civil Service in a straightjacket, whereas the Civil Service, as an organisation, should be flexible enough to respond to changing needs.

(iv) The Financial Regulations, Civil Service Rules and Circulars which are issued periodically are binding on civil servants and are adequate for the running of the Civil Service. Therefore, the Panel is of the view that the inclusion of these rules and regulations in a law was inappropriate.

(v) The objectives as stated in the preamble of the Decree have not been achieved. Instead, the cost of running the Civil Service is now higher than before while its efficiency has declined.

(vi) Accountability has never been as low in the Service as it is today and the purported checks and balances exist only on paper.

(vii) The Reforms resulted in a bloated Civil Service, out of tune with the economic realities of the country and contrary to the intentions of Government. For example, before 31st March, 1988 (before the inception of the Decree) there were only about 46 officers on Grade Level 17, including the Permanent Secretaries. Today there are about 386 GL.17 Officers, excluding the Directors-General, in the Federal Civil Service.

(viii) The provision that each officer makes his career in a Ministry has led to the frustration of some officers and the fragmentation of the Civil Service. The Decree also granted so much autonomy to the Ministries as to make them operate like separate Services.

(ix) The Decree provided that all correspondence to the Ministry should be addressed to the Minister. This provision was unnecessary and had led to undue delay in the conduct of government business. The proper practice is that whereas people who prefer the Minister to see their letters can address same to him, routine letters should normally be addressed to the Permanent Secretary. Even then, for speedy action, letters could be marked for the attention of schedule officers and passed on directly to them.

(x) The Decree politicised the **Civil Service**.

It is significant to mention that most of the memoranda received from members of the public drew attention to the considerable harm which the Decree had done to the Civil Service and recommended its abrogation. It should be noted that the Government abrogated Decree 43 of 1988 in January, 1995, following the recommendation in the Panel's Interim Report.

10 The Panel recommends that henceforth, the management of the Civil Service should be guided by the relevant provisions of the Constitution, the Civil Service Rules, Financial Regulations and Circulars.

### Recommendations

- 3.11 (i) The management of the Civil Service should be guided by the relevant provisions of the Constitution, the Civil Service Rules, the Financial Regulations and Circulars, and not fixed by decrees or other laws.
- (ii) Without prejudice to those who may wish to address their letters specifically to the Minister, all correspondence to the **Ministry** should be addressed to the Permanent Secretary.

## CHAPTER 4

### STRUCTURE OF THE MINISTRY

#### Position Before the 1988 Reforms

Prior to the Civil Service Reforms of 1988, each Ministry had a Minister. Reporting to the Minister was a Permanent Secretary. There was no uniform structure for all Ministries below the Permanent Secretary. Some large Ministries such as the Federal Ministries of Education, Works and Housing and External Affairs had Co-ordinating Directors (GL.17) who supervised a group of Departments in the Ministry. The Co-ordinating Directors were responsible to the Permanent Secretary. Other Ministries had Departments headed by Directors who were on GL.16. The Heads of Departments reported to either the Co-ordinating Directors or to the Permanent Secretaries as the case may be.

Though there was no uniform structure for all the Ministries, one of the Departments - Policy and Management - which was responsible for Finance and Administration was common to all Ministries. Other units that were relatively common to most Ministries included:

- (i) Internal Audit
- (ii) Legal
- (iii) Information

Below the Departments were "Divisions" which were in turn divided into "Sections" or "Units". Again, there was no uniformity in terms of headship of these sub-divisions as they could be headed by officers of various grade levels.

4.3 It is also to be noted that before the Reforms, there was no prescribed number of Departments or sub-divisions for a Ministry. The approval of the Federal Executive Council, on the recommendation of the Ministry of Establishments, had to be obtained before any department or division was created in a Ministry. Similarly, as pointed out earlier, there was no uniform application of nomenclature in respect of the headship of an office in Departments or Divisions.

4.4 One other salient feature of the Civil Service during this period was the practice of granting some officers salary Grade Level 17 (which was the highest grade level) as personal to them. In this regard, some Directors and Secretaries for Finance and Administration were placed on Grade Level 17.



### Structure of the Ministry under Decree No. 43 of 1988

Section III of the Schedule to the repealed Civil Service (Re-Organisation) Decree 1988 and its Explanatory Notes Volumes I and II, provided a uniform 8-Department 3-Unit Structure for all Federal and State Ministries.

Horizontally, each Ministry was structured into a maximum of eight (8) Departments comprising three (3) "Common Services" Departments and a maximum of five (5) "Operations" Departments.

The "Common Services" Departments were:

- (i) Department of Personnel Management (PM)
- (ii) Department of Finance and Supplies (F&S)
- (iii) Department of Planning, Research and Statistics (PRS).

The "Operations" Departments of each Ministry reflected the basic functions and areas of concern of that Ministry.

Vertically, each Department of a Ministry was sub-divided in descending hierarchical order into "Divisions", "Branches", and "Sections". These sub-divisions reflected the broad professional and sub-professional areas and specialised activities within the Department respectively.

The headship of each Department and sub-division of a Ministry was specified as follows:

<u>Department/Sub-division</u>	<u>Title of Head</u>	<u>Grade Level</u>
Department	Director	GL.17
Division	Deputy Director	GL.16
Branch	Assistant Director	GL.15
Section	Chief "X" Officer	GL.14

4.9 Under the Reforms, each Ministry was allowed to have three prescribed sub-divisions called "Units" These were:

- (i) Internal Audit Unit,
- (ii) Legal Unit,
- (iii) Public Relations Unit.

4.10 The Panel deliberated extensively on the idea of a uniform structure for Ministries as institutionalised by the Decree and disagreed with some of its provisions. The Panel believes that the eight departmental structure had resulted in a bloated Civil Service with its attendant huge overhead costs. There is the need to reverse this trend in the interest of overall efficiency, effectiveness, economy and better co-ordination. The Panel also noted that the attempt to put Ministries into a straightjacket without reference to their objectives, functions and size is inappropriate.

4.11 The Panel examined the position of the three "Common Services" Departments of Personnel Management, Finance and Supplies and

Planning, Research and Statistics and appreciated their importance. The Panel is however critical of the existence of the three Common Services Departments in all Ministries at full departmental status. It is of the view that the functions of the Departments of Personnel Management and Finance and Supplies can easily be merged in most Ministries for efficiency and economy.

#### **Department of Administration and Finance**

In the light of the observations made at Paragraph 4.11 above, the Panel recommends that the Departments of Personnel Management and Finance and Supplies be merged and be known as the Department of Administration and Finance. The Department should comprise the following Divisions:

- (i) Personnel Division
- (ii) Budget and General Services Division
- (iii) Finance and Accounts Division

The functions of these Divisions are broken down below:

#### **(a) Personnel Division:**

The Division will be responsible for the following functions:

- (i) Establishment Matters;
- (ii) Appointment, Promotion and Discipline of staff;

- (iii) Staff Training and Welfare;
- (iv) Industrial Relations Matters;
- (v) Secretariat of the Ministry's various Staff Committees viz: JSC, SSC and SMC;
- (vi) Maintenance of Personnel Records (Registry);
- (vii) Library Services;
- (viii) Liaison with relevant bodies outside the Ministry.

#### **(b) Budget and General Services Division**

The Division will perform the following functions:

- (i) Budgeting (Recurrent Expenditure, Capital Expenditure, Revenue);
- (ii) Procurement of Supplies (stationery, office equipment, materials, furniture, etc);
- (iii) Stores;
- (iv) Management of Transport;
- (v) Maintenance of Equipment;
- (vi) Office Management;
- (vii) Liaison with relevant bodies outside the Ministry.

#### **(c) Finance and Accounts Division**

This Division will be responsible for the financial administration and accounting functions of the Ministry.

The Panel is of the view that not all the Ministries require the Common Services Departments and Divisions at the same level because Ministries vary in objectives, functions, size, etc. The Panel believes that although Ministries require the services of Personnel Management, Finance and Supplies, General Services, etc, these functions do not necessarily have to be performed at departmental or even divisional level in all Ministries.

#### Management Information Unit (Planning, Research and Statistics)

The Panel recognises that the Planning, Research and Statistics functions are relevant in all organisations. However, the Panel notes that these functions are essentially dispersed among the Operations Departments and need not be performed by a special department. For central information co-ordination, the Panel recommends that there should be a Management Information Unit under the Permanent Secretary. The Unit would serve as a data bank and would be responsible for the storage, processing, retrieval and dissemination of data of the various departments and the Ministry in general. However, in those Ministries where these functions are critical to their objectives, they may be operated at full

departmental status as an operational department.

- 4.15 One reason that informed the decision of the Panel to decentralise the functions of the Planning, Research and Statistics Department is that much of the plans and data processing functions of this Department is actually undertaken by relevant Departments of the Ministry and the Planning, Research and Statistics Department, in most cases, simply co-ordinates and disseminates such data or information. Indeed, the Panel feels that this function would be better performed by these Departments since such data generated are usually peculiar to them.

#### The Units

- 4.16 The Panel notes the existence of three Units viz: Internal Audit, Legal and Public Relations Units (paragraph 4.9 above) which report to the Minister. It is recommended that in addition to the Management Information Unit, these three Units should report to the Permanent Secretary.

#### Number of Departments in a Ministry

- 4.17 In view of the earlier recommendation that the Personnel Management and Finance and Supplies Departments be merged and the functions of the Planning, Research and Statistics Department be taken over by the relevant Departments in some



9 Any major re-organisation or creation of additional Departments/Divisions should be cleared with the Office of Establishments and Management Services and Ministry of Finance and should normally be approved by the Federal Executive Council.

20 Under the Reforms, three things went together as from GL.14 to 17. These were the Grade Level, the Post and the Sub-division. It was provided that if an official was on GL.14, it must mean that the official was a Chief and was heading a Section. The same applied to officials on GL 15, 16 and 17 as follows:

<u>Grade Level</u>	<u>Sub-Division</u>	<u>Title/Headship</u>
17	Department	Director
16	Division	Deputy Director
15	Branch	Assistant Director
14	Section	Chief "X" Officer

The Panel agrees with this provision and recommends that it should be retained.

#### Recommendations

4.21 (i) The Departments of Finance and Supplies and Personnel Management should be merged into one Department to be known as the Department of Administration and Finance to be headed by a Director.

- (ii) There should be a Management Information Unit under the Office of the Permanent Secretary. It would serve as a data bank for the entire Ministry.
- (iii) The Heads of the Management Information, Internal Audit, Legal and Public Relations Units should report to the Permanent Secretary.
- (iv) The number of departments in a Ministry should be within the range of two and six, depending on the Ministry's objectives, functions and size.
- (v) Any major re-organisation or creation of additional Departments should be cleared with Establishments and Management Services and the Ministry of Finance, and should normally be approved by the Federal Executive Council.
- (vi) Every officer appointed to the post of Director GL.17, Deputy Director GL.16, Assistant Director GL.15 and Chief 'X' Officer GL.14 should head a Department, Division, Branch and Section respectively.



public. Where some Ministers performed this role of accounting officer creditably, this was not because of the provisions of the Decree but because of their personal experiences as former civil servants. Although the Decree stated that Ministers as Accounting Officers would be pecuniarily liable for financial mismanagement during and after leaving office, this was hardly enforced. Unlike Ministers, civil servants are conversant with and are expected to comply with the rules and regulations and any infringement of the rules readily attracts sanctions. Even after retirement, they could be called upon to account for any financial impropriety.

The assignment of responsibility of Accounting Officer to the Minister was premised on the American presidential system of government with its relatively stable political system and a strong tradition of public service which is carefully monitored by the legislature and a free press. From the Nigerian experience of high degree of political instability and lukewarm attitude to probity, a civil servant who can be sanctioned at any time even after retirement is better suited to assume the role of Accounting Officer. The Panel therefore came to the conclusion that the role of Accounting Officer in the Ministry should not be assigned to the Minister but to the Permanent Secretary.

### Proposed Arrangement

- 5.7 In order to correct the anomalies mentioned above and restore a system of disciplined management of financial resources, it is considered advisable to revert to the former system whereby the Minister continues to be the Head of the Ministry while the role of the Accounting Officer is assigned to the Director-General, now to be called Permanent Secretary. As in the past, the purpose of the arrangement is not to give the Permanent Secretary powers to challenge and obstruct the functioning of the Minister as the Head of the Ministry. It is rather to keep the Permanent Secretary conscious of his ultimate accountability in the use of funds, and thereby impel him to advise the Minister properly and control the manner of disbursement of resources within the rules and regulations. The Panel wants to emphasise that the Permanent Secretary should be the Chief Adviser to the Minister on policy matters. In order to ensure the smooth working of the proposed arrangement, there should be constant flow of information and harmonious working relationship between the Minister and the Permanent Secretary.

## Recommendations

- (i) The Minister should be the Head of the Ministry while the Permanent Secretary should be the Accounting Officer and Chief Adviser to the Minister on policy matters.
- (ii) For the smooth running of the Ministry, it is essential for the Minister and the Permanent Secretary to maintain a harmonious relationship.
- (iii) There should be constant flow of information and dialogue between the Minister and the Permanent Secretary. The Permanent Secretary should keep the Minister fully informed of all major activities in the Ministry.

## CHAPTER 6

### THE PERMANENT SECRETARY

#### Past and Present Dispensation

- 6.1 Before 1988 the Office of Permanent Secretary, which is currently designated Director-General, was a career post in the Civil Service. The post holder was the administrative head and accounting officer of the Ministry. Section 97(1) of the 1963 Constitution as amended by Decree 17 of 1974 gave him the responsibility of supervising the Ministry but subject to the general direction and control of the Minister. The 1979 Constitution in section 157(2)(d) however, only provided for his appointment by the President. The Civil service Reforms of 1988 replaced the post with that of Director-General and made it a political appointment, the holder of which must leave office with the Government that appointed him. The presidential system of government was given as the main reason for this change.
- 6.2 The Panel critically examined the operation of the system so far and observed the following negative consequences:
  - (i) The absence of a civil servant as the administrative head of a Ministry caused problems of personnel management and this tended to politicise the Civil Service.

- (ii) Some Directors-General, knowing that their appointments are temporary, have tended to be less prudent in the administration of resources and have joined their Ministers in breaking administrative and financial rules and regulations.
- (iii) The vision of the top echelon of the Ministries has become limited to their tenure of office without regard to the long-term interests of the organisation and the Government.
- (iv) The Reforms allowed for the appointment of persons without experience and competence, thereby undermining the effectiveness of the Service.
- (v) The provision that the Director-General should deputise for the Minister in his absence has been found not only inoperable but also inadvisable. There was hardly any instance where a Director-General, in practice deputised for the Minister.
- (vi) The title of Director-General has also been applied to Heads of Parastatals and Agencies thus resulting in confusion between the Directors-General of Ministries and such parastatals.

6.3 With the repeal of the Decree which created the post of Director-General, there is now the need to return to the position before the Decree. The Panel recommends that the designation of Permanent Secretary be restored and that the holder should also be a career officer. This development is not new because, during the early years of Military rule, Heads of Federal Ministries were called **Commissioners** because Ministers were alleged to be too powerful, but later, the title reverted to "**Minister**". Furthermore, the Director-General of a Ministry should be distinguished from Heads of Parastatals who are also similarly designated. Also the title of Permanent Secretary is associated with the leadership of the Service during its best years.

#### Accounting Officer

6.4 It is recommended that the Permanent Secretary should be the Accounting Officer of the Ministry. As the Accounting Officer, the responsibility of the Permanent Secretary is to ensure that funds allocated to the Ministry are expended in accordance with laid down rules and regulations. In exercising the responsibility of Accounting Officer therefore, the Permanent Secretary should be guided by the Ministry's approved budget, the allocation by the Ministry's Funds Allocation and Budget Committee, as approved by the Minister, and

bound always by the financial rules and regulations.

As the Chief Adviser to the Minister, the Permanent Secretary is to be responsible for the day-to-day co-ordination and supervision of the various departments and units of the Ministry. In this regard, all formal communication between the Minister and officers of the Ministry should normally be through the Permanent Secretary. However, in exceptional cases, the Minister may relate directly with the heads of departments or units; but in such cases the Permanent Secretary should be kept informed by the officer involved as early as possible. In exercising his functions, the Permanent Secretary should be expected to substantially delegate powers to the heads of departments. In this regard, the Permanent Secretary should keep the Minister regularly informed of all major developments in the administration of the Ministry.

#### Appointment of Permanent Secretaries

The Permanent Secretary is normally a career officer and should ordinarily be appointed from amongst the senior officers in the Civil Service. The appointment should be made by the President/Head of Government on the advice of the Head of the Civil Service in consultation with the Secretary to the Government and the Federal Civil Service Commission. In all such appointments, the federal

character principle should be reflected. As a career officer, the retirement age and conditions of appointment of the Permanent Secretary should be the same as other civil servants. However, the power to remove the Permanent Secretary should vest in the President. Where a Permanent Secretary is away from office, on leave or for some other reasons, the Head of Service should make arrangement to cover the duties.

- 6.7 In order to provide an effective and harmonious administrative structure, the Panel recommends that the number of Permanent Secretaries in a Ministry should be limited to one. Civil Service Heads of Extra-Ministerial Departments should not be designated Permanent Secretaries.

#### Recommendations

- 6.8 (i) The title of Permanent Secretary should be restored. The new title would avoid the present confusion between Directors-General of ministries and those of certain parastatals and agencies.
- (ii) The Permanent Secretary should be the Accounting Officer of the Ministry.
- (iii) The Permanent Secretary should be a career officer and should ordinarily be appointed by the President from among

the serving senior officers of the Civil Service on the advice of the Head of Service and in consultation with the Secretary to the Government and the Federal Civil Service Commission.

- (iv) There should be only one Permanent Secretary in a Ministry.
- (v) The concept of the Director-General as Deputy Minister should not apply to the Permanent Secretary.
- (vi) The Civil Service Head of an Extra-Ministerial Department should not be designated Permanent Secretary.

## CHAPTER 7

### THE POSTS OF SECRETARY TO THE GOVERNMENT AND HEAD OF THE CIVIL SERVICE

#### Need for a Head of the Civil Service

- 7.1 The Panel examined the issue of the post of Head of the Civil Service. The post was abolished by the Reforms of 1988. Before then, the post had existed in the Civil Service. At different times it existed separately and at other times it was combined with the post of Secretary to the Government. The experience in the Federal Civil Service is that, until the inception of the 1979 Constitution, the two posts were combined in one person. Under the civilian regime of 1979 - 1983, the two posts were separated. In 1984 they were combined under the Military, only to be separated again in 1986.
- 7.2 When the Office existed, the broad functions of the Head of the Civil Service included the following:
- (i) providing leadership and direction to the Service, maintaining high morale, esprit-de-corps and a favourable image of the Service and serving as a rallying point for the entire Service;
  - (ii) advising the Head of Government on the appointment and deployment of Permanent Secretaries and other statutory appointments;



- (iii) promotion of good relations between political office holders and civil servants;
- (iv) fostering professionalism among civil servants;
- (v) managing common establishment matters and co-ordinating the training policies of the Civil Service.

Since the abolition of the Office, some of these vital functions have either become non-existent or have lost prominence and effectiveness, with a corresponding disorganisation of the Civil Service.

The Panel considered the need for the restoration of the post of Head of the Civil Service. The Panel is convinced that the absence of a Head of Service since 1988 has contributed significantly to, and indeed hastened the disorganisation which is observable in the Service in recent years. The Panel identified the necessity for leadership, harmony, standard, and protection of the common interests of the Service. There is also the need for effective and continuous administration of central services. The Panel noted that all the other arms of the Public Services, including the Army, the Navy, the Air Force and the Police as well as the Universities and similar institutions, have their respective Heads. The Panel therefore came to the conclusion that the Civil Service, as an institution, should have a head.

### Argument for Merging the Posts of Head of Service and Secretary to the Government

7.4 The contentious issue is whether the post of Head of the Civil Service (HOS) should be separate from or should be combined with that of the Secretary to the Government of the Federation (SGF). There are two opinions on this question. The first view is that the post of HCS should be combined with that of SGF. The merit of this case is that with the free access of the SGF to the President/Head of Government, civil service matters would easily receive due attention at the highest level.

7.5 One other argument in favour of the merger is that the responsibilities of the two posts are so interwoven that it is difficult to separate them in practice without creating chances for conflicts between the holders. As a matter of fact, the conflict between the holders of the two Offices was one of the factors that brought about the 1988 Reforms in the manner it was organised.

### Argument for the Separation of the two Posts

7.6 The second view is that the post of HOS should exist separately. The merit of this option is that it enables key civil service matters to be managed by a career officer of high calibre who would concentrate all his professional knowledge and experience on the



affairs of the Civil Service. The post of SGF today is essentially a political one and if combined with that of HOS, the political matters which the post holder always has to attend to would take so much of the officer's time and attention that he may have little time for civil service matters.

Another point in favour of separation is that in times of political transition or crisis, the HOS, being a career officer, could provide the rallying point for the Civil Service to ensure the continuity of governance. This is important considering the unstable nature of the Nigerian political system since 1966. Moreover, the post of SGF being a political appointment and that of HOS being a career one, the posts can only be combined effectively if the appointment is from among career civil servants. The reality today is that the SGF is most likely to be appointed from outside the Civil Service. The combination of the two posts will therefore impair the freedom of an elected President to choose his own Secretary from among the "President's men".

#### Proposed Arrangement

7.8 Having weighed the arguments above, the Panel is of the opinion that the two offices be separated. The Panel therefore recommends the re-establishment of the post of Head of Civil Service as an

Office under the Presidency. The office holder should be appointed by the President from among the Permanent Secretaries or officers of equivalent rank in the Federal Civil Service. The Head of Service should be accorded high status and should have direct access to the President on civil service matters. He should be entitled to receive the papers of the Council of Ministers, as in the past.

7.9 However, where a President prefers to appoint one person to the two posts, the appointee should be a career civil servant from amongst Permanent Secretaries or officers of equivalent rank.

#### Duties of the Secretary to the Government of the Federation (SGF)

✓ 7.10 The duties of the SGF include:-

- (i) Serving as Secretary to the Cabinet (Council of Ministers) and other Constitutional Councils which are chaired by the President or Vice President;
- (ii) Co-ordinating the activities of Ministries and Government Agencies, especially on the implementation of government policies and decisions;
- (iii) Dealing with constitutional, political and economic matters as may be referred to the Presidency;
- (iv) Administrative Tribunals and Commissions of Enquiry;

- (v) Co-ordinating national security and public safety matters;
- (vi) Protocol matters;
- (vii) Co-ordinating appointments to statutory bodies and agencies;
- (viii) Dealing with matters relating to conditions of service of political office holders in the Executive, the Legislature and the Judiciary;
- (ix) Processing matters on prerogative of mercy;
- (x) National honours;
- (xi) Petitions and appeals to the President;
- (xii) Liaison with Secretaries to State Government.

#### Duties of the Head of the Civil Service

11 The duties of the Head of Service include:

- (i) Providing leadership and direction to the Civil Service by maintaining high morale, esprit-de-corps and good image of the Service;
- (ii) Fostering professionalism among civil servants;
- (iii) Advising the President, in consultation with the Secretary to the Government, on the appointment and deployment of Permanent Secretaries;

- (iv) Promoting good relations between Ministers and other political office holders on the one hand and Permanent Secretaries and other civil servants on the other;
- (v) Career development of all Senior Management Staff (from GL. 14 and above), including the training schemes for such officers;
- (vi) Establishment matters of the Civil Service;
- (vii) Providing management services to the Civil Service;
- (viii) Personnel records and statistics of the Civil Service;
- (ix) Civil Service Pension Schemes;
- (x) Staff salaries, wages and allowances of the Civil Service;
- (xi) Civil Service training institutions;
- (xii) Co-ordinating industrial relations of the Civil Service and providing the Secretariat for the Public Service Negotiating Councils;
- (xiii) National Council on Establishments;
- (xiv) Service welfare matters;
- (xv) Allocation of office and residential accommodation to civil servants;
- (xvi) Providing staff for newly established and ad-hoc bodies;

- (v) Co-ordinating national security and public safety matters;
- (vi) Protocol matters;
- (vii) Co-ordinating appointments to statutory bodies and agencies;
- (viii) Dealing with matters relating to conditions of service of political office holders in the Executive, the Legislature and the Judiciary;
- (ix) Processing matters on prerogative of mercy;
- (x) National honours;
- (xi) Petitions and appeals to the President;
- (xii) Liaison with Secretaries to State Government.

#### Duties of the Head of the Civil Service

The duties of the Head of Service include:

- (i) Providing leadership and direction to the Civil Service by maintaining high morale, esprit-de-corps and good image of the Service;
- (ii) Fostering professionalism among civil servants;
- (iii) Advising the President, in consultation with the Secretary to the Government, on the appointment and deployment of Permanent Secretaries;

- (iv) Promoting good relations between Ministers and other political office holders on the one hand and Permanent Secretaries and other civil servants on the other;
- (v) Career development of all Senior Management Staff (from GL. 14 and above), including the training schemes for such officers;
- (vi) Establishment matters of the Civil Service;
- (vii) Providing management services to the Civil Service;
- (viii) Personnel records and statistics of the Civil Service;
- (ix) Civil Service Pension Schemes;
- (x) Staff salaries, wages and allowances of the Civil Service;
- (xi) Civil Service training institutions;
- (xii) Co-ordinating industrial relations of the Civil Service and providing the Secretariat for the Public Service Negotiating Councils;
- (xiii) National Council on Establishments;
- (xiv) Service welfare matters;
- (xv) Allocation of office and residential accommodation to civil servants;
- (xvi) Providing staff for newly established and ad-hoc bodies;

(xvii) Managing the following offices headed by

Permanent Secretaries;

- (a) Public Service;
- (b) Service Welfare;
- (c) Establishments and Management Services;
- (d) Manpower Development.

#### Recommendations

The post of Head of the Civil Service should be re-established as a separate Office under the President, as provided for in the Constitution.

The Head of the Civil Service should be appointed by the President from amongst Permanent Secretaries or officers of equivalent rank.

However, where a President prefers to appoint one person to the two posts, the appointee should be a career civil servant from amongst Permanent Secretaries or officers of equivalent rank.

## CHAPTER 8

### THE PRESIDENCY

#### Structure of the Presidency

- 8.1 The Panel examined the structure of the Presidency which consists of the State House, Office of the Chief of General Staff (or Office of the Vice-President) and the Office of the Secretary to the Government of the Federation (SGF). The Panel decided to focus only on the Office of the Secretary to the Government of the Federation.
- 8.2 The Panel found that though the functions of the SGF have grown over the years, responding, as it should, to changes in the political realm the basic substances have remained the same. Thus, in the Assignment of Responsibilities to Ministers (Gazette No.55, Vol.66 of 1979), the SGF was charged, among other things, with the management of the Office of the President, and ensuring follow-up actions on the implementation of Government decisions by Ministries and other Government Agencies. Decree No. 49 of 1984 assigned to the SGF the additional duty of "Ensuring effective monitoring of the Projects". One of the latest additions to the duties of the SGF is contained in Gazette No. 15, Vol. 76 of 3rd March, 1989, which states that the SGF may "with the prior approval of the

President, execute under his hand, legal notices and any instrument made in exercise of the power conferred by any law on the President or the Armed Forces Ruling Council or the National Council of State".

The detailed functions of the SGF are listed in Chapter 7 of this report. These functions are currently carried out by the following offices, each headed by a Director-General:

- (i) Cabinet Secretariat;
- (ii) Political Affairs;
- (iii) General Services;
- (iv) Special Services;
- (v) Ecological Fund.

#### Proposed Arrangement

The Panel is of the view that the structure of the Office of the SGF could be further improved by rationalising the Departments. The Ecological Fund and Economic Affairs Departments perform similar functions. The merger of the two Offices would therefore ensure better coordination of their functions and the attainment of greater efficiency and effectiveness. Accordingly, the Panel recommends that the Office of the SGF should consist of the following, each headed by a Permanent Secretary:

- (i) Cabinet Secretariat;
- (ii) Political Affairs;
- (iii) General Services;
- (iv) Special Services;
- (v) Economic Affairs.

#### Parastatals Located in the Presidency

8.5 In addition to the Offices listed above, the Panel found that the Office of the SGF supervises about 40 Parastatals and Agencies. This has made the Office complex and unwieldy. The result is that there has been duplication of functions, lack of clearly defined lines of authority and conflict of roles, among others. The Panel is of the view that all those Agencies and Parastatals whose functions relate more closely to those existing Ministries should be transferred to such Ministries. It is note-worthy that the SGF's Office conducted a study of Parastatals and Agencies under the Presidency in 1994 and reached similar conclusions. The study identified 39 Parastatals at the time and recommended that 14 of them be transferred to other Ministries while seven others were either to be disbanded or re-absorbed as Departments in other Ministries. Only 15 of them were recommended for retention in the Presidency, including four which are actually statutory functions of the National



ably during a Civilian Regime, and which would only remain in the  
 Agency pending the return of a civilian government. The list of the  
 parastatals identified in the study including the recommendations is in the  
 8.1.

TABLE 8.1

PARASTATALS IN THE PRESIDENCY: RECOMMENDATIONS OF THE  
 SPECIAL COMMITTEE OF THE PRESIDENCY

PARASTATALS	RECOMMENDATION
National Agricultural Land Development Authority	Ministry of Agriculture & Natural Resources
National Commission for Women	Ministry of Health and Human Services
Federal Environmental Protection Agency	Federal Ministry of Works & Housing
National Council on Inter-governmental Relations	Scrapped and functions to revert to the Political Affairs Office, Presidency
National Commission for Refugees	Ministry of Internal Affairs
National Committee Against Apartheid	Presidency
Nigerian National Merit Award	Presidency
National Agency for Science & Engineering Infrastructure	With the re-establishment of the Ministry of Science & Technology, this Organisation should be subsumed in the Ministry
Federal Road Safety Commission	Ministry of Transport
Salaries and Wages Review Commission	Ministry of Establishments & Management Services

11.	Federal Urban Mass Transit Programme	Scrap the Organisation and leave to private sector initiative but with the provision of fund portfolio from government to be on lent through designated banks.
12.	Public Complaints Commission	To remain in the Presidency, until a Civilian Regime when the National Assembly will take over.
13.	Code of Conduct Bureau	To remain in the Presidency until the Civilian Regime, when the National Assembly will take over the functions.
14.	National Population Commission	National Planning Commission
15.	OMPADDEC	Presidency
16.	Centre for Democratic Studies	To be scrapped and the relevant Departments in NIPSS and ASCON strengthened to perform the functions
17.	National Emergency Relief Agency	Ministry of Internal Affairs
18.	Energy Commission of Nigeria	Ministry of Power & Steel
19.	Code of Conduct Tribunal	Office of the Chief of General Staff(CGS)
20.	Public Accounts Committee	to remain in the Presidency until the Civilian Regime, when the National Assembly will take over the functions
21.	Abandoned Properties Committee	Presidency - Decisive action should be taken to round it up latest by 31st December, 1994



Implementation Tribunal on Public Accounts Recommendations	To remain in the Presidency until the Civilian Regime when the National Assembly will take over its functions
National Guard	To be Scrapped
Utilities Charges Commission	To be Scrapped
Armed Forces Consultative Assembly	Scrapped
National War Museum Committee	To be Scrapped
Nigeria Science and Technology Centre	Presidency
Board of Community Banks	Ministry of Finance
National Institute for Policy and Strategic Studies	Office of the CGS/Vice Presidency
Nigerian Institute of International Affairs	Ministry of Foreign Affairs
Central Bank of Nigeria	Presidency
Nigerian Institute of Social & Economic Research	National Planning Commission
National Electoral Commission	Presidency
Political Parties	Presidency

35.	National Revenue Mobilization and Fiscal Commission	Presidency
36.	Industrial Court	Ministry of Labour and Productivity
37.	National Boundary Commission	Office of the CGS/Vice President
38.	National Agricultural Loan & Development Agency	Scrap and the loan portfolio transferred to the Nigerian Agric. & Cooperative Bank (NACB)
39.	Nigerian Urban Development Bank	Ministry of Works, Housing & Environment

Panel examined the recommendations of the Committee and agreed substantially with them. The Panel also observed that since the Report the changes had taken place. Some parastatals had been relocated and some new ones had been created. In view of current realities and to ensure that the organisations are placed where they could discharge their functions efficiently and effectively, the Panel recommends as follows:

Parastatals to be retained under the Presidency

- (i) Public Complaints Commission
- (ii) National Population Commission
- (iii) OMPADEC
- (iv) Code of Conduct Tribunal
- (v) Code of Conduct Bureau
- (vi) Public Accounts Committee
- (vii) Utilities Charges Commission
- (viii) Sheda Science and Technology Centre
- (ix) National Institute for Policy and Strategic Studies
- (x) National Electoral Commission
- (xi) National Revenue Mobilization Allocation and Fiscal Commission
- (xii) National Boundary Commission

- (xiii) Petroleum Trust Fund
- (xiv) Bureau for Public Enterprises
- (xv) Presidential Advisory Committee
- (xvi) ASCON (Head of Service)
- (xvii) National Economic Intelligence Committee
- (xviii) National Salaries and Wages Commission  
(Head of Service)
- (xix) Nigerian National Merit Award  
(Not a Parastatal - serviced by Political Affairs Office)

(b) Parastatals to be transferred to other Ministries

<u>Parastatal</u>	<u>Ministry</u>
(i) National Agricultural Land Development Authority.	Ministry of Agriculture & Natural Resources
(ii) National Commission for Women	Now part of the new Ministry of Women & Social Welfare
(iii) Federal Environmental Protection Agency	Federal Ministry of Works & Housing
(iv) National Commission for Refugees	Ministry of Internal Affairs
(v) National Agency for Science and Engineering Infrastructure	Ministry of Science and Technology
(vi) Federal Road Safety Commission	Police

Federal Urban Mass Transit Programme	Ministry of Transport
National Emergency Relief Agency	Ministry of Internal Affairs
Energy Commission of Nigeria	Ministry of Power and Steel
National War Museum Committee	National Commission for Museums and Monuments
Board of Community Bank	Ministry of Finance
Nigerian Institute of International Affairs	Ministry of Foreign Affairs
Nigerian Institute of Social and Economic Research	National Planning Commission
National Agricultural Loan & Development Agency	Ministry of Agriculture (Nigerian Agricultural & Co-operative Bank)
Nigerian Urban Development Bank	Ministry of Works & Housing

astatals to be scrapped or already scrapped

- National Council on Inter-Governmental Relations.
- National Committee Against Apartheid
- Centre for Democratic Studies

Co-ordination of Government Policies

8.7 One of the principal functions of the SGF is the co-ordination of Government policies including Economic policies. The key organ through which co-ordination in Government is effected is the Federal Executive Council where the SGF is the Secretary. In that capacity, he follows up on the decisions of the Council for implementation. Co-ordination in Government can be most effective where the Council meets regularly. Through the Federal Executive Council, each Ministry is aware of Government policies. In the past, the Federal Executive Council used to meet weekly and attendance was mandatory for all Ministers. The Panel believes that this method helps to harmonise policies, avoids unnecessary duplication of functions, lessens friction and reduces waste. Accordingly, the Panel recommends that the Federal Executive Council meet at least fortnightly.

Conduct of Government Business

8.8 The Panel noted that there is a document entitled "Guidelines of Administrative Procedure of the Federal Government". The document stipulates the procedures and rules for the conduct of the Provisional Ruling Council, National Council of State and the Federal Executive Council. Other matters covered include:

- (i) Attendance at Council's meetings
- (ii) Council Conclusions
- (iii) Committees of Council
- (iv) Actions on Decisions of Council
- (v) Relationship between Ministers and Permanent Secretaries and Heads of Departments
- (vi) Special Assistants to Ministers
- (vii) Parastatals and their supervising Ministries.

The Panel recommends that this document be updated, circulated appropriately and applied.

#### Recommendations

- (i) The Office of the SGF should consist of the Cabinet Secretariat, Political Affairs, General Services, Special Services and Economic Affairs Offices.
- (ii) The Ecological Fund should be one of the responsibilities of the Economic Affairs Office.
- (iii) Parastatals in the Presidency should be located as proposed in the schedule in paragraph 8.6 above.
- (iv) The Federal Executive Council should meet at least fortnightly so as to enhance the co-ordination of Government policies.
- (v) The "Guidelines of Administrative Procedure of the Federal Government" should be updated, circulated appropriately and applied.

## CHAPTER 9

### EXTRA-MINISTERIAL DEPARTMENTS AND STATUTORY BODIES

#### Definition

9.1 The Panel considers it necessary to clarify the meaning of the term "Extra-Ministerial Departments" in order to avoid the misunderstanding which has become prevalent under the Reforms. An Extra-Ministerial Department is an Office in the Civil Service which is not under a Minister and whose officials are civil servants. Such Offices are usually established in the Constitution. Extra-Ministerial Departments are neither departments of Ministries nor Parastatals.

9.2 Extra-Ministerial Departments, being civil service organisations, are bound by the Civil Service Rules, Financial Regulations and Circulars. Also, like Ministries, the details of their budgets are provided in the Government's Approved Estimates.

#### List of Extra-Ministerial Departments and Statutory Bodies

The following are some of the Extra-Ministerial Departments and Statutory Bodies which exist today:

- (i) Office of the Auditor-General for the Federation
- (ii) Federal Civil Service Commission
- (iii) Federal Judicial Service Commission

- (iv) National Electoral Commission
- (v) National Population Commission
- (vi) Public Complaints Commission
- (vii) Revenue Mobilization, Allocation and Fiscal Commission
- (viii) Code of Conduct Bureau

#### Application of the term "Extra-Ministerial Department"

There has been the tendency by certain establishments to misapply the term "Extra-Ministerial Department" by using it for large departments in Ministries. For example, departments such as the office of the Accountant-General (the Treasury Department) and the Revenue Service which are in the Ministry of Finance are wrongly branded Extra-Ministerial Departments. This misconstrual of the term has enabled these departments to be organised like Extra-Ministerial Departments with all the Common Services Departments prescribed by the Reforms.

The Panel is of the view that even though these offices are large departments in the Ministries, they are not Extra-Ministerial Departments. In the proposed dispensation, the structuring of departments in Ministries should take the peculiarities of these large or special departments into consideration.

#### Application of the Proposed Arrangement to Extra-Ministerial Departments

9.6 As Civil Service organisations, the Extra-Ministerial Departments should be generally guided by the system proposed in this Report. However, their structures should depend on their objectives, functions and sizes.

9.7 With respect to the role of Accounting Officers of Extra-Ministerial Departments, it is the view of the Panel that in line with the recommendation in Chapter 5, the role of Accounting Officer should be assigned to the Head of Department who is a career civil servant

#### Recommendations

- 9.8
- (i) Large departments in Ministries should not be regarded as Extra-Ministerial Departments.
  - (ii) Extra-Ministerial Departments should be structured according to their objectives, functions and size.
  - (iii) The role of Accounting Officer in the Extra-Ministerial Departments should be assigned to the Head of Department who is a career civil servant.



## CHAPTER 10

### PERSONNEL MANAGEMENT

#### Pre-Reforms System

Before 1988 personnel management in the Civil Service was largely centralised. The Federal Civil Service Commission (the Commission) was responsible for recruitment, promotion, discipline, transfer of service and secondment. However, the Commission delegated to the Ministries the powers of appointment, promotion and discipline of officers on GL.01-07. There was also the pool system which controlled officers of some cadres found commonly in most Ministries and Extra-Ministerial Departments. Some of these cadres were the Administrative Officers, Accountants, Legal Officers, Information Officers, etc. It should also be mentioned that the Service was guided by rules and regulations which were centrally formulated and disseminated, thereby making for harmonious personnel management. The criticism against the centralised system was that it limited the powers of the Ministries to control and manage their personnel, especially the senior staff and the pool officers.

#### Arrangement under the Reforms of 1988

- 10.2 The Civil Service Reforms of 1988 decentralised personnel management in the Service by reducing the powers of the Commission and abolishing the pools as well as the Office of the Head of the Civil Service. With regard to recruitment and promotion, the powers of the Commission were limited to officers of Grade Level 07-10 while Ministries handled matters of officers from GL.12 and above.
- 10.3 The Reforms institutionalised the Personnel Management Board (PMB) system in every Ministry, which was composed as follows:
- (i) Personnel Management Board, under the chairmanship of the Minister - for matters of officers on GL.14 to 17;
  - (ii) Personnel Management Board (Senior Staff Committee), under the chairmanship of the Director-General - for matters of officers on GL.07-13;
  - (iii) Personnel Management Board (Junior Staff Committee - Headquarters), under the chairmanship of the Director of Personnel Management - for matters of staff on GL.01-06 in the Headquarters;
  - (iv) Personnel Management Board (Junior Staff Committee - Local), under the chairmanship of the most senior officer in the outstation.



The Commission was represented in the PMB as an observer. It also served as an appellate body on the personnel decisions of Ministries.

4 Another change brought about by the Reforms was professionalisation, which meant that all officers should remain permanently in a Ministry, to acquire the skills and experience of their jobs.

5 One of the criticisms against the Reforms is that it gave too much power to the Ministries, which was abused through arbitrary recruitment and promotion practices. These brought about grievances, demoralisation and frustration of officers. There was also widespread dissatisfaction among many officers of the former pools who resented the idea of remaining permanently in one Ministry.

#### Proposed Arrangement

6 Considering the problems associated with personnel management in the erstwhile Reforms and the structural changes earlier recommended in the relevant chapters of this Report, the Panel is recommending the following Staff Committee system for every Ministry and Extra-Ministerial Department:

(i) Management Staff Committee (MSC),

for officers on GL.14 to 17:

The Chairman should be the Permanent Secretary, with all Heads of Departments as members. The Head of the Civil Service should be represented in the MSC of each Ministry/Extra-Ministerial Department as a member. The membership of the Committee including the Chairman, should not exceed eight.

(ii) Senior Staff Committee (SSC),

for the staff on GL.07 to 13:

The Chairman of the Committee should be a Director appointed by the Permanent Secretary. The membership of the Committee should be drawn from among senior officers from various departments and units, whose rank should not be less than GL.14. A representative of the Commission should be a member of the Committee. The membership of the SSC, including the Chairman, should not be less than five and should not exceed eight.

(iii) Junior Staff Committee (JSC) - Headquarters,

for staff on GL.01 to 06 in the Headquarters:

The Chairman of the Committee should be appointed by the Permanent Secretary and should not be below GL.14. The membership of the Committee should not be less than five and should not exceed eight.

(iv) Junior Staff Committee (JSC) - Local.

for staff on GL.01 to 06 in the outstations:

The Chairman should be the most senior officer in the outstation who is not below GL.10. The membership of the Committee should not be less than five and should not exceed eight.

7 Appeals against the decisions of the JSC should lie with the Permanent Secretary while appeals against the decisions of the SSC should lie with the Federal Civil Service Commission. In the case of the MSC, its decisions should be subject to the ratification of the Commission.

8 The quorum for the Staff Committees should be determined by the relevant Committee.

9 With regard to the Staff Pools, it is recommended that each of the pools should have an MSC and SSC. Each Pool Head or his representative should be the Chairman of the Committee and other members should be drawn from among the relevant pool officers in various Ministries/Extra-Ministerial Departments.

Recruitment

10.10 The Panel examined the provision on recruitment/appointment as stipulated in the Reforms and agreed on the need for some modifications. The following arrangement is thus recommended:

(i) Staff on Grade Level 01 to 06:

To be recruited by the Ministry;

(ii) Staff on Grade Level 07 to 17:

To be recruited by the Civil Service Commission, in consultation with the relevant Ministry/Extra-Ministerial Department.

10.11 The Panel is of the view that recruitment into the Civil Service especially at the entry grades of the professional cadres (GL.07-10), should, as much as possible, be based on a combination of merit and federal character. The system should be operated in such a way that the best candidates from each State are selected on a competitive basis in liaison with the Ministries and Staff Pools of eventual deployment.

10.12 The Panel considered that the current practice by the Federal Civil Service Commission of recruiting candidates on temporary appointment and later regularising them is

undesirable. It is unsuitable for selecting the best candidates. The Panel considers that in all cases, appointment should be based on the relevant Scheme of Service. The Panel recommends that all progressions after recruitment should normally be based on merit.

The Panel observed that one of the major causes of low morale in the Civil Service is the indiscriminate appointment of persons from outside the Federal Civil Service into high positions to supersede serving officers who may possess similar qualifications and experience. It is recommended that before any vacancy is filled from outside, serving officers should be given a fair chance to compete. Also all transfers and appointments should follow laid down rules and regulations.

### Promotion

The Panel reviewed the promotion guidelines provided for in the Reforms. Considering the size of the Federal Civil Service and the need for timely decision, the Panel recommends the following schedule of promotions:

- (i) Grade Levels 01 to 06 - by the Ministry;
- (ii) Grade Levels 07 to 13 - by the Ministry/Extra-

(iii) Grade Levels 14 to 17 -

Ministerial Department or  
the relevant Pool;

by the Ministry/Extra-  
Ministerial Department or  
the relevant pool, subject  
to the ratification of the  
Federal Civil Service  
Commission.

All promotions in the Civil Service, the Panel further recommends, should be based primarily on merit.

10.15 The Panel examined the maturity periods for promotion as stipulated by the Reforms and agreed that in order to boost the morale of officers and prevent frustration, the minimum number of years that an officer must spend on a rank before being considered eligible to come within the field of selection for promotion should be as follows:

- (i) GL.01 to 13 - 2 years.
- (ii) GL.14 to 17 - 3 years.

### Accelerated Promotion

10.16 The Panel also examined the need for accelerated promotion. It agreed that the above maturity periods notwithstanding, a

provision should be made for accelerated promotion as a means of encouraging hardwork and enhancing productivity. In this regard, officers who exhibit excellence in their duties could be promoted within shorter time intervals without being bound by the general maturity periods. The following should be the grounds for accelerated promotion:

- (i) consistently outstanding performance; and
- (ii) a special and rare achievement, as commended by the Head of Department, the Permanent Secretary or other top officers.

In order to limit the chance of favouritism, no officer should be considered for accelerated promotion based on only one superior officer's report.

### Discipline

The Panel recommends the following schedule of disciplinary powers:

- (i) GL. 01 to 13 - by the Ministry; and
- (ii) GL. 14 to 17 - by the Federal Civil Service Commission, after initial processing by the relevant Ministry.

In recommending the above schedule, the Panel was convinced that for disciplinary action to be effective, it must not only be prompt but must be at the place where the offence was committed. This provision includes the cases of pool officers who commit offences in their Ministries of deployment, in which case the Pool Head only needs to be informed of the action taken against the officer.

### Transfers and Secondments

10.19 For purposes of control and harmony, it is recommended that the Civil Service Commission should continue to handle transfers and secondments of officers on GL.07 and above, as may be referred to it by the Ministries and Extra-Ministerial Departments. Transfers should be in the overall interest of the Civil Service and the Civil Service Rules should apply. In the case of transfers from the States and other Services, such officers should be placed on the grade level they would have been had they joined the Federal Civil Service, in the first instance.

### Acting Appointment

10.20 Acting appointments in the Civil Service are meant to serve the following purposes:

- (i) to enable an officer cover the duties of a higher post which is vacant; and
- (ii) to serve as a training ground for an officer in preparation for the responsibilities of a higher position to which he may be promoted in future.

Under the Reforms acting appointments were limited to posts on GL.14 and above. The Panel does not agree with this provision as it believes that officers on lower grades should be allowed acting appointments. However, officers should only act on posts which are one grade immediately above their substantive grades. Also, acting appointments should be for a short time. The approval power for acting appointments should be with the Ministry or Pool Head.

#### Staff Performance Evaluation

The Panel examined the problem of staff performance evaluation in the Civil Service. It believes that the present Annual Performance Evaluation Report (APER) system is unreliable as a means of assessment of an officer's performance. The following are the identified pitfalls in the system:

- (i) The assessment scores are too liberal as officers lack the courage to report objectively on their subordinates;
- (ii) The design, content and procedure of completing the forms are cumbersome;
- (iii) The forms attempt to apply quantitative values to civil service jobs, which the Panel believes, are not always quantifiable;
- (iv) The value of the report is often diminished by long delays by both the reporting officer and the officer reported upon.

10.23

The Panel is convinced that the present open reporting system should be abandoned. It believes that the old and long-tested confidential reporting system will reduce the problem currently encountered in the operation of the open reporting system.

The Panel therefore recommends that the present APER forms (GEN.79 and GEN 79A) should be redesigned to conform with the confidential reporting system.



### Industrial Relations Liaison

It was argued that most Ministries are not sufficiently equipped to negotiate with trade unions whose leaders have become increasingly skilled, articulate and knowledgeable in trade union affairs. The Panel believes that there should be, in every Ministry, a machinery for containing industrial crisis before it gets out of hand. The lack of officers with such skills and experience in the Ministries had contributed, in a large measure, to the spate of industrial actions that bedeviled some Ministries in recent years with attendant huge economic losses to the nation. The Panel recommends that a skilled and experienced desk officer of sufficient seniority be deployed to handle all industrial relations matters in the Ministry.

### Staff Categorisation and Nomenclature

The Reforms introduced uniform grading and nomenclature into the Civil Service, namely:

- (i) Director
- (ii) Officer
- (iii) Assistant

10.26

While the functional titles of "Officer" and "Director" categories have been welcomed and considered adequate, this has not been the same for the "Assistant" category. The critics of the Assistant title argue that:

- (i) in performing their duties, the officers are not "assisting" as the nomenclature seems to imply; and
- (ii) it is derogatory because it gives the impression that the "Assistants" are sub-ordinate to the "Officers".

10.27

In view of the above, it is recommended that the nomenclature for the "Assistant" Staff categories be reverted to their pre-reform nomenclature. In the case of the Executive Officer category the following nomenclature is recommended:

Chief Executive Officer	-	GL.13
Assistant Chief Executive Officer	-	GL.12
Principal Executive Officer	-	GL.10
Senior Executive Officer	-	GL.09
Higher Executive Officer	-	GL.08
Executive Officer	-	GL.07
Assistant Executive Officer	-	GL.06



This change should apply to the various Assistant cadres which bore the "Executive Officer" appellation before the Reforms. They include cadres such as Personnel Assistant, Accounts Assistant, etc. Also, the present Secretarial Assistant cadre should revert to its pre-Reforms nomenclature.

In view of the recommendation that the Administrative Officer cadre be reintroduced to replace the present cadre such as Personnel Officer, Budget Officer, Supplies Officer, etc. the following nomenclature is recommended:

Chief Administrative Officer	-	GL.14
Assistant Chief Administrative Officer	-	GL.13
Principal Administrative Officer	-	GL.12
Senior Administrative Officer	-	GL.10
Administrative Officer I	-	GL.09
Administrative Officer II	-	GL.08

The above should be the general professional title of the Administrative Officer category. The officers should assume functional titles like Personnel Officer, Budget Officer, Political Affairs Officer, etc in Ministries of their deployment, to reflect their duties. Other professional cadres like Education Officers

should be treated similarly.

10.29 The current "Director" title (i.e. Assistant Director, Deputy Director and Director) should continue to apply, irrespective of the cadre or profession.

10.30 The Panel re-affirms the Civil Service general staff categorisation of the pre-Reform era, namely:

Management Staff	-	GL. 14 to 17
Senior Staff	-	GL. 07 to 13
Junior Staff	-	GL. 01 to 06

**Staff Exchange with the Private Sector and other Services**

10.31 The need for staff exchange between the Civil Service on the one hand and the Parastatals (including universities) and the private sector on the other, has gained prominence in recent times. The Panel supports the idea as a means of exchanging modern management skills and experience between the Civil Service and the private sector. This will also enhance mutual respect and understanding among different sectors of the economy. The exchange could be in the form of posting officers of the Civil Service to such organisations on sabbatical leave or on secondment in exchange for officers from those other organisations. The

successful implementation of the arrangement would however depend on careful planning and trust between the Government and private organisations. The Panel recommends that this proposal be implemented.

### Recommendations

(i) Every Ministry/Extra-Ministerial Department and Pool should have the following Staff Committees for dealing with Personnel matters:

(a) Management Staff Committee (MSC):

For officers on GL. 14 - 17.

(b) Senior Staff Committee (SSC):

For officers on GL. 07 - 13.

(c) Junior Staff Committee (Headquarters):

For officers on GL. 01 - 06 in the Headquarters.

(d) Junior Staff Committee (Local)

For officers on GL. 01 - 06 in the outstations.

- (ii) Each Staff Pool should have an MSC and SSC.
- (iii) The Federal Civil Service Commission should be represented in the SSC of Ministries and Pools while the Head of the Civil Service should be represented in the MSC, both as members.
- (iv) Ministries should continue to be responsible for the recruitment of staff on GL. 01 - 06 while the Civil Service Commission should be responsible for GL. 07 - 17 officers.
- (v) Recruitment into the Federal Civil Service, at the entry grades, should be based on a combination of federal character and merit, but further progression should be based normally on merit.
- (vi) Officers being transferred into the Federal Civil Service from the States and other agencies should normally be placed on the grade they would have been had they joined the Federal Civil Service, in the first instance.
- (vii) The following should be the schedule of promotion powers in the Service:
  - (a) GL. 01 to 06 - by the Ministry/Extra-Ministerial Department;
  - (b) GL. 07 to 13 - by the Ministry/Extra-

Ministerial Department or  
the relevant Staff Pool;  
by the Ministry/Extra-  
Ministerial Department or  
the relevant Pool, subject  
to ratification by the Civil  
Service Commission.

(c) GL. 14 to 17 -

The Civil Service Commission should take decision  
expeditiously on recommendations for promotion from  
Ministries/Extra-Ministerial Departments.

The maturity periods for promotion of staff should be reviewed  
as follows:

(a) GL. 01 - 13 - 2 years.

(b) GL. 14 - 17 - 3 years.

Provision should be made for accelerated promotion.

The following should be the schedule of disciplinary powers:

(a) GL. 01 - 13 - by the Ministry/Extra-Ministerial  
Department.

(b) GL. 14 - 17 - by the Civil Service Commission.

Acting appointments should be extended to positions below  
GL. 14.

(xiii) The Annual Performance Evaluation Report should be  
changed to the confidential system and the forms redesigned  
accordingly.

(xiv) A skilled and experienced officer of sufficient seniority should  
be appointed in each Ministry to handle industrial relations  
matters.

(xv) The present Personnel Assistant, Accounts Assistant, and  
Secretarial Assistant cadres should revert to their old  
nomenclatures.

(xvi) Staff exchanges between the Civil Service and other sectors  
of the economy should be encouraged.

## CHAPTER 11

### THE POOL SYSTEM

#### Pre-Reforms Arrangement

Before the Reforms of 1988, there existed a pool system in the Civil Service whereby certain cadres of officers commonly found in Ministries were pooled in central offices from where they were posted to Ministries and from where their careers were monitored and controlled. The following were the Pools and their controlling Ministries/Offices:

<u>Cadre</u>		<u>Controlling Ministry/Office</u>
(i) Accountants	-	Accountant-General of the Federation
(ii) Lawyers	-	Solicitor-General and Permanent Secretary, Ministry of Justice
(iii) Information Officers	-	Permanent Secretary, Ministry of Information
(iv) Administrative Officers	-	Head of Service
(v) Librarians	-	Head of Service (Establishments)
(vi) Library Officers	-	Head of Service (Establishments)

(vii) Executive Officers (General Duties)	-	Head of Service (Establishments)
(viii) Executive Officers (Accounts)	-	Accountant-General of the Federation
(ix) Secretarial Staff	-	Head of Service (Establishments)
(x) Stores Officers	-	Head of Service (Establishments)

#### Position Under the Reforms

- 11.2 The Decree abolished these pools and vested the control and management of staff in individual Ministries/Extra-Ministerial Departments. The Decree equally abolished the Administrative Officer cadre and from it new professional cadres of Personnel Officer, Planning Officer, Budget Officer, Supplies Officer, etc, were created. The Panel, however, noted the provision of the Civil Service (Re-Organisation) Amendment Decree No 80 of 1993, now repealed, which restored the pool for Legal Officers in the Ministry of Justice.
- 11.3 The Panel deliberated extensively on the pros and cons of the pool system and the arguments advanced for the abolition of the pool by the 1988 Reforms. It noted that the main reason given for its

olution was the need to professionalise the Civil Service. By this concept, each Ministry was to be professionalised and each officer, whether a specialist or generalist, was to make his career entirely in a Ministry or Department. In this respect, every officer was to acquire the necessary expertise and experience through relevant specialist training and uninterrupted involvement with the work of the Ministry or Department. One argument against the pool was that the frequent movement of pooled staff from one Ministry to another sometimes created instability and jeopardised the smooth operation of Ministries.

Several arguments were advanced in favour of the pool system. The first is that it enabled a harmonised development and management of common professional cadres. Secondly, it made for healthy changes in the manning of Ministries and thereby injected fresh blood into the system. Thirdly, the pool system made it possible for officers to have varied experience, thereby broadening their vision and developing esprit-de-corps throughout the Service. In respect of Administrative Officers, the Panel noted the argument that though the Administrative Officer is a generalist, he is a professional in his own right because he is trained in General Management and could be a specialist in any of the relevant fields

of his profession such as Budgeting, Planning, Operations Research, Economics, Management Science, etc. He could therefore be centrally pooled and deployed on the basis of his versatility. On being posted to a Ministry such an Officer can assume the relevant functional title of his schedule e.g. Budget Officer, Planning Officer, Personnel Officer, etc. The Panel further noted that since the Report of the Public Service Review Commission (Udoji Report), it has been recognised that all senior management personnel function more or less in a central pool.

#### Proposed Arrangement

- 11.6 The Panel is convinced of the advantages and flexibility of the pool system and therefore recommends its re-introduction for those professional and sub-professional cadres which exist in most Ministries as listed in Paragraph 11.1 above. All Officers in the professional cadres like Legal Officers, Accountants, Administrative Officers, etc should enter the pool at a minimum salary Grade Level 08, while the sub-professional cadres like Executive Officers, Secretaries and Library Officers should enter the pool at salary Grade Level 07.
- 11.7 The Panel examined the pattern of postings of pool officers in the Ministries and suggests that in order to enhance their usefulness,



Administrative Officers be deployed to different schedules during their stay in the Ministry.

The Panel notes that before the Reforms, Administrative Officers were not posted to the Ministry of Justice and a few other Offices. At present Lawyers are deployed as Directors of Personnel Management, Finance and Supplies and Planning, Research and Statistics Departments. Professionals other than Administrative Officers are similarly deployed in the Accountant-General's Office, Federal Inland Revenue Service, Auditor-General's Office, etc. Experience has shown that these functions are not efficiently and effectively performed due to lack of requisite training and experience of the officers so deployed. The Panel believes that this misutilisation of resources should be avoided. The Panel therefore recommends that Administrative Officers and Accountants be posted to these Ministries and Extra-Ministerial Departments for appropriate deployment.

### Stagnation and Supersession

The Panel received complaints of stagnation and supersession from officers that were formerly in the pools but who, by the provisions of the Reforms, were required to make their careers in the Ministries of their choice. The Panel noted that in practice most officers were

not given any choice at the inception of the Reforms. As a result, some former Administrative Officers and Accountants posted to the Common Services Departments where structures were fixed suddenly found that vacancies were severely limited, especially on salary Grade Level 14 and above. However, in some Ministries, including the Presidency, where there were many openings for promotion, the officers serving in such Ministries had earned two or more promotions since 1988, whereas their pre-Reform colleagues or seniors had stagnated in one post for nearly a decade, not due to incompetence or disciplinary action, but by the mere accident of posting.

11.10 With the restoration of the pool system, the Panel believes that a situation where officers have now been superseded by their colleagues and juniors by one or more grades could pose a problem of personnel management. In the interest of equity, justice and esprit-de-corps, there is the need therefore, to restore the morale of the adversely affected officers and the seniority of all pool officers as much as possible. The Panel accordingly recommends that on the restoration of the pool system, cases of stagnation and supersession should be identified and officers who have been so adversely affected could be advanced notionally.

exercise should be completed within a transition period of one from the date of the acceptance of this Report.

### Recommendations

- (i) The pool system should be restored for those professional and sub-professional cadres that commonly exist in Ministries.
- (ii) Entry into the professional cadres in the pools should begin at salary GL. 08 while that of the sub-professional cadres should begin on GL.07.
- (iii) Cases of stagnation and supersession arising from the abolition of the pool system should be identified and the officers who have been so adversely affected could be advanced notionally.
- (iv) Pool officers should be posted to the Ministry of Justice, Office of the Accountant-General, Office of the Auditor-General for the Federation, Board of Inland Revenue, etc to perform related common services functions.

## CHAPTER 12

### ROLE OF THE FEDERAL CIVIL SERVICE COMMISSION

#### Position before the Reforms

- 12.1 Section 140 (1) of the 1979 Constitution established the Federal Civil Service Commission whose functions are the appointment, promotion and discipline of all officers of the Federal Civil Service. Before the 1988 Reforms, the Commission delegated its powers in respect of officers on GL. 01 to 07 to Ministries and Extra-Ministerial Departments.

#### Position under the Reforms

- 12.2 The repealed Decree No. 43 of 1988 limited the powers of the Commission to:

- (i) appointment of officers on GL.07-10, only;
- (ii) participating as an observer in the Personnel Management Board (PMB) of Ministries;
- (iii) performing appellate functions on petitions by officers against the decisions of Ministries' PMBs;
- (iv) provision of uniform guidelines on appointment, promotion and discipline.

Powers of appointment, promotion and discipline of other officers were transferred to the Ministries and Extra-Ministerial Departments.

### Proposed Arrangement

The Panel, having examined in Chapter 10, problems arising from the changes introduced by the Reforms, recommends that the power of the Commission be restored but with modifications, in view of the size and complexity which the Civil Service has assumed and in line with widely accepted management practice.

As indicated in Chapter 10, the Panel recommends that the power of the Civil Service Commission over recruitment, promotion and discipline should be as follows:

- a. Recruitment: Officers on GL.07 - 17
- b. Promotion: Officers on GL.14 - 17
- c. Discipline: Officers on GL.14 - 17

It is also recommended that the Commission should handle transfers and secondments in the Civil Service, for officers on GL.07 and above.

In order to ensure that Ministries abide by the rules and regulations and to minimise delays in decisions, the provision for the Commission to be represented in the Senior Staff Committee of Ministries and Extra-Ministerial Departments is recommended. It is necessary to state that the representative

of the Commission in the Senior Staff Committee should no longer be on an observer status. Consequently, the decisions taken by the Senior Staff Committee on matters of promotion and discipline will be final and no longer be submitted to the Commission for its ratification.

### Relationship between the Commission and Ministries/Extra-Ministerial Departments

12.6

The Panel advises that in carrying out its duties, the Civil Service Commission should forge a close consultative relationship with the Head of the Civil Service and the Ministries. Indeed, the 1979 Constitution in Paragraph 4 (2) of Part I of the Third Schedule enjoins this sort of consultation. In order to achieve the best results in its functions, the Commission and the Ministries/Extra-Ministerial Departments should work in co-operation. It is also expected that as was the old practice, where the Commission disapproves a recommendation of a Ministry or the Head of Service, it should endeavour to offer explanations for its decision. Another way of promoting a positive working relationship between the Commission and Ministries/Extra-Ministerial Departments is the speedy treatment by all concerned, including the Commission, of submissions made to them.

### "Notes for Guidance"

The Panel is recommending that, as before, the Commission should date and issue "Notes for Guidance" on appointment, promotion, discipline and related personnel matters which should be followed by all establishments in the Civil Service. The "Notes for Guidance" should be prepared preferably in consultation with the office charged with Establishments matters.

### Appellate Role

The Panel recommends the retention of the role of the Commission as an appellate body to deal with appeals from civil servants against decisions of their Ministries' Staff Management Committees.

### Staff Records and Statistics

In view of its important role in personnel management, it is necessary for the Commission to regularly have full information on the staff of the Service. It is therefore recommended that, even though personnel records and statistics functions are under the Head of the Civil Service or the Ministry of Establishments, the Commission should also maintain its staff records for the entire Service.

### Membership of the Commission

The Third Schedule, Part I of the 1979 Constitution provides that the Chairman and members of the Commission should be appointed by the President from among "persons of unquestionable integrity and sound political judgement". The Panel however wants to add that in appointing members of the Commission, due regard should be given to persons with sound background as seasoned and experienced public officers and managers in other spheres who had risen to very senior positions.

This is because the work of the Commission is crucial to the survival and efficient performance of the Service and ought to be placed in mature and competent hands.

### Recommendations

- 12.11
- (i) The Federal Civil Service Commission should be responsible for:
    - (a) Recruitment of officers on GL.07 -17, after consultation with the relevant Ministries/Extra-Ministerial Departments or Staff Pools;
    - (b) Ratification of promotions by Ministries/Extra-Ministerial Departments and Pools, for officers on GL.14-17;

- 114
- (c) Discipline of all officers on GL.14-17.
  - (ii) The Commission should be represented in the Senior Staff Committees of Ministries.
  - (iii) The Commission should serve as an appellate body on matters of appointment, promotion and discipline.
  - (iv) The Commission should update, issue and circulate "Notes for Guidance" regularly.
  - (v) The Chairman and Members of the Commission should be appointed from among persons of high integrity and maturity.

## CHAPTER 13

### TRAINING AND STAFF DEVELOPMENT

#### Training System Before the Reforms

13.1 The Panel examined the training system before the inception of the Reforms of 1988 and observed that its major defect was the absence of a coherent and systematic training policy for use throughout the Civil Service. As a result training was carried out in a haphazard and unco-ordinated fashion. Other defects of the training system include the following:

- (i) Lack of internal training capacity by Ministries for training their staff;
- (ii) Inadequate attention to the training of junior staff who form the majority of the civil servants;
- (iii) Low value placed on training as reflected in the low training budget and unwillingness to release officers for training courses.

#### Training System under the Reforms

13.2 The Reforms introduced some innovation into the training efforts in Ministries and Extra-Ministerial Departments by:

- (i) making training compulsory and continuous for all categories of officers;



- (ii) tying advancement in the Civil Service in some cases to attendance of prescribed training courses;
- (iii) establishing an outfit in the Personnel Management Departments for training purposes;
- (iv) making training a shared responsibility between the individual Ministries and the Office of Establishments and Management Services.

In 1990, Government issued a document entitled "Guideline on Training in the Federal Civil Service". The document gave a panoramic view on how training should be conducted in order to realise the overall training objectives as contemplated in the Reforms and to build a well trained and skilled workforce in the Civil Service. Some of the major provisions of the Guideline include:

- (i) Officers should not be released or sponsored on courses simply to acquire certificates or qualifications; but rather training should be systematic, professional and aimed primarily at developing skills, knowledge and attitude necessary for performing specific schedules of duty.

- (ii) Extensive use of on-the-job and in-house methods of training.
- (iii) Freedom to engage the services of reputable private consultants approved by Government in the implementation of training programmes by Ministries.
- (iv) The establishment of the Ministerial Training Committee as the main organ for all matters relating to training and appointment of Departmental Training Officers (DTOs).
- (v) The encouragement of junior staff to acquire qualifications for the purpose of advancement to higher positions in the Service.

13.4

Regrettably the laudable objectives contained in the training scheme were hardly realised. For example, training is still carried out without a proper training needs assessment resulting in officers being sent on courses not relevant to the performance of their duties and responsibilities. The Ministries lack proper training rooms with requisite audio-visual equipment. Some of the trainers are relatively inexperienced. The problem is worsened by the use of private

consultants who have neither the practical knowledge of the operations of the Civil Service nor the cognate experience in teaching and conducting case studies and simulation exercises for course participants. In many Ministries, the Ministerial Training Committees did not function effectively. Some Directors of Personnel unilaterally usurped the functions of the Committees.

### Proposed System

Earlier in this Report, the Panel acknowledged the due emphasis placed on training in the 1988 Reforms. However, in the proposed dispensation, the Panel is inclined to suggest some modifications in the process of managing training in the Civil Service. The Panel believes that the Training Guidelines are comprehensive and adequate to meet the needs of the Service, if well implemented.

### Funding of Training

The Panel supports the existing 10% of total annual personnel emoluments to be set aside for training. It believes that for training of civil servants to be effective and efficient, it should be a shared function between the Office of the Head of Service and the Ministries. In this regard, the Office of the

Head of Service should be responsible for centralized training such as Induction courses, General Management courses, the proposed Senior Management Course, etc while Ministries should be responsible for training in those areas peculiar to their functions. The Panel recommends that the 10% of total annual personnel emoluments for training should be shared by the Ministry and the Head of Service on 50:50 basis.

As a supplement to funding from internal sources, the Panel believes that more staff will have access to local and overseas courses, seminars and conferences if foreign technical assistance courses are properly co-ordinated.

The Panel therefore recommends a well co-ordinated Technical Assistance programme to reduce pressure on the lean training vote.

### Special Senior Management Course

The Panel observed that the ability to understand and apply the rules and regulations contained in the various manuals and circulars in the Civil Service tended to have placed the officers in the former Administrative and Executive classes at an advantage over other cadres in the Civil Service in handling administrative issues on personnel, finance, etc. In

the proposed dispensation, the Panel recommends that all officers in the Senior Management cadre on GL.14 and above, irrespective of their occupational groups, should have a good knowledge of the basic rules and procedures in the management of the Civil Service. For example, an Engineer, a Medical Doctor, an Architect or a Lawyer, should be knowledgeable on the provisions in the Civil Service Rules, Financial Regulations, Office Routine and their application. All officers at this level should be exposed to general management skills and techniques, Organisation and Methods, and multi-disciplinary concepts such as delegation, communication, motivation, time management, efficiency and productivity, value-for-money, stress management, budgeting and public finance, collective bargaining and conflict resolution and contract evaluation.

The Panel recommends that a special Senior Management Course be designed for the senior management staff in the Civil Service. The Course should cover the subject areas mentioned in Paragraph 13.7 above, among others. The course should be a compulsory programme for entering into the Senior Management category (GL.14 - 17). In other

words, it should be mandatory for all officers irrespective of their profession, to attend it before entering the Senior Management category (GL.14). The Panel further recommends that the Office of Establishments and Management Services and the Administrative Staff College of Nigeria (ASCON) should design the Course which should be run by ASCON.

#### Re-engagement of Retired Officers for Training and Retraining

13.9

The Panel examined the issue of training and the retraining of all officers in acquiring the specialised knowledge and skills necessary in the conduct of government business. The Panel notes that there is an increasing lack of interest in the acquisition and application of these vital skills among the new generation of civil servants. One of the best and most cost effective ways of arresting the situation is by engaging the services of seasoned retired civil servants who will help to teach the time-tested skills and methods of the Civil Service and thereby revive the culture of efficient and effective administration. The Panel therefore recommends that retired civil servants with specialist skills and experience be re-

engaged on contract to train and retrain civil servants at all levels in the relevant areas.

### Study Leave Without Pay

Prior to 1987, serving officers could proceed on course to improve their qualifications and develop skills and knowledge necessary for the performance of their duties. Such courses could be undertaken as in-service, study leave with pay or study leave without pay. Study leave without pay exceeding one year was abolished in 1987 on the ground that it was not in the interest of the Service in the circumstance to reserve vacancies for 3-6 years with the attendant logistics and other problems. Some of these problems included officers pursuing courses that were irrelevant to their jobs only to ask for up-grading based on their new qualifications on their return.

The Panel examined the issue of study leave for civil servants and noted that there is a Government policy on training which encourages civil servants, particularly junior staff, to improve themselves by attending relevant courses. It was envisaged that the new skills acquired would be utilised by the beneficiaries to enhance efficiency and effectiveness in the Service. The Panel therefore recommends that study leave

without pay for serving officers should be restored and applied selectively as a way of encouraging officers to improve themselves and make them more effective in the performance of their duties.

### Training Institutions

13.12 The Administrative Staff College of Nigeria (ASCON), the Federal Training Centres and other Departmental Training institutions like the Federal Treasury Schools, School of Surveys, Federal School of Radiography, etc. are the major public institutions established for the training of civil servants.

13.13 Evidence available to the Panel suggests that these institutions are too poorly funded to provide the necessary infrastructure or maintain existing assets. The Panel recommends that sufficient funds be made available to expand or provide facilities for these institutions.

### Centre for Democratic Studies

13.14 The Panel examined the case of the Centre for Democratic Studies (CDS), Abuja, which was established to train legislators and other public office holders in the democratic art of governance. The Panel is of the view that political practitioners ought not to be taught the art of democracy as

it is better learned through practice and experience. Such education is one of the traditional roles of political parties. Moreover, the Panel observed that there is no where in the world where an institution is set up by government to train politicians in democracy. Furthermore, the present curriculum of the National Institute for Policy and Strategic Studies (NIPSS) in Kuru, Jos, seems to encompass those of the CDS. Consequently, the Panel considers the continued existence of the CDS no longer relevant as its primary function can adequately be taken care of by NIPSS and ASCON. The Panel, therefore, recommends that the CDS should be scrapped and the buildings, including other facilities, converted to a Civil Service College for the training and retraining of middle level and senior managers. This position is further informed by Government's decision to rationalize its operations, including parastatals, for greater efficiency and effectiveness.

### Recommendations

- 13.15
- (i) The existing provision that 10% of total annual personnel emoluments be set aside for training should continue.
  - (ii) The 10% of the total personnel emoluments for training should be shared 50:50 between each Ministry and the Office of the Head of Service which will co-ordinate the centralised training programmes.
  - (iii) Foreign Technical Assistance Programmes should be encouraged and well co-ordinated to supplement local courses and the lean training vote.
  - (iv) A Senior Management Course should be introduced for all officers who are expected to attend it before entering the senior management category on GL.14.
  - (v) Seasoned retired civil servants should be engaged on contract appointment to train and retrain civil servants in the appropriate skills and methods.
  - (vi) Adequate funds should be made available to training institutions like ASCON, Federal Training Centres, Schools of Radiography, Surveys, etc to enable them provide more facilities.



- (vii) Study leave without pay should be restored as a way of encouraging officers to improve themselves to render valuable service.
- (viii) The Centre for Democratic Studies should be scrapped and the buildings, including other facilities, converted to a Civil Service College for the training of middle level and senior managers.

## CHAPTER 14

### PERFORMANCE EVALUATION AND ORGANISATIONAL REVIEW OF MINISTRIES

#### Performance Goal and Target Setting

14.1 The Panel considered the need for Ministries/Extra-Ministerial Departments to have some sense of direction in their activities, in the form of goals to be achieved. For practical purposes, the goals of Ministries should be derived from the annual budgets and rolling plans, as approved by Government. In order to give clearer bearing to the Ministry, the goals should be broken down into targets for the departments, other sub-divisions as well as the individual staff. These targets would then form the basis of the assessment of performance. The targets could be in various forms, such as quantities to be produced, quality of products and services, timeliness of performance, level of satisfaction of members of the public served, etc.

14.2 In setting targets the following principles should be observed:

- (i) the targets must be clearly stated, well understood and free from ambiguities;

- (ii) the targets must as much as possible, be quantifiable and the time for the accomplishment must be specified;
- (iii) the targets must be realistic, bearing in mind the quantity and quality of the job expected and the resources available;
- (iv) the targets must be challenging but within the capability of the officers or sub-divisions assigned to achieve them;
- (v) the target must be measurable and verifiable.

### Performance Evaluation and Reports

The setting of performance targets should, of necessity be followed by the regular assessment of actual performance, with a view to identifying and correcting areas of failure and rewarding areas of achievement. The performance assessment should be done as a matter of practice, in various time frames, ranging from the daily assessment of individual activities to annual evaluation.

One of the means of performance evaluation of the Ministries/Extra-Ministerial Departments is the Annual Report. Under the Reforms, all Ministers were expected to render

Annual Reports of their Ministries in order to enhance accountability and enforce the performance ethics. The Panel however observed that most Ministries did not observe this provision. It is recommended that it should be made mandatory for every Ministry/Extra-Ministerial Department to submit an annual report of its activities (including finance) to the Presidency. The report should be submitted latest by the end of June of the succeeding year. In this regard, the Presidency should issue the guidelines on the format and content of the Annual Report.

### Organisational Review of Ministries

14.5 The Panel realises that the operational performance of Ministries will, to a large extent, depend on their organisational structure and methods. It will therefore often be necessary to review the organisational structure, operational methods and manning levels of the Ministries/Extra Ministerial Departments in order to improve performance. Such reviews are usually technical exercises which also require some standards, for harmony in the Civil Service. Ministries and Extra-Ministerial Departments should therefore consult the Management Services Department

(MSD) to assist in such organisational reviews.

The expected role of the MSD in this regard is summarised as follows:

- (i) Assisting Ministries/Extra-Ministerial Departments in reviewing their organisational structure, operational methods and manning levels;
- (ii) Providing Ministries/Extra-Ministerial Departments with specialist advice in specific areas such as definition of objectives, target setting and performance monitoring and evaluation;
- (iii) Carrying out periodic management audit of Ministries/Extra-Ministerial Departments.

#### Recommendations

- (i) Ministries/Extra-Ministerial Departments should cultivate the practice of setting targets for themselves, their departments, other sub-divisions and individual staff, based on the annual budget and evaluating the performance thereafter.
- (ii) Every Ministry/Extra-Ministerial Department should submit an annual report of its activities to the Presidency, within six months of the end of the year.

- (iii) The Management Services Department should be consulted by Ministries/Extra-Ministerial Departments in the review of their organisational structure, operational methods and manning levels.

## CHAPTER 15

### OPERATIONAL METHODS, PROCEDURES AND MANUALS

#### Adherence to Government Policies, Rules and Regulations

One of the distinguishing characteristics of the Civil Service as an organisation is adherence to government policies, rules and regulations. The Panel observes however, that in recent times, rules and regulations have been applied differently among Ministries/Extra-Ministerial Departments. In some cases, such rules have been violated with impunity.

The circumvention or flagrant violation of rules and regulations does not only create disharmony within the Civil Service but also implies disrespect for the authority and injustice to those who faithfully comply. The Panel recommends that rules and regulations be strictly adhered to and that sanctions be applied against violators.

#### Classified Information

It is one of the important duties of the civil servants to show loyalty to the State and the Government of the day by, inter-alia, protecting government secrets. The Panel notes that the observance of secrecy in the conduct of government business

has been taken less seriously in recent times because of the tendency to treat most things as secret or confidential. This has often resulted in embarrassment not only to the Government but also to the entire nation. The Panel, therefore, recommends that the release of classified information should be carried out in an organised manner and only sensitive and confidential information should be so classified.

#### Open Government

15.4 All over the world, there is a growing tendency to keep the governed informed about the activities of government. This ensures the people's right to be informed about the activities of their government. This form of open government is without prejudice to the need to keep sensitive information away from the public or to restrict its publication. The Panel recommends that Government should make more information available to the people but without prejudice to national security.

#### Delegation of Duties

15.5 A major problem which hampers effectiveness and efficiency in the Nigerian Civil Service is inadequate delegation of authority. It has been observed that increasingly the powers

to take decisions on various matters, ranging from administrative to financial, have been largely concentrated on the highest levels of management. The Panel notes that there are provisions for delegation of duties and responsibilities to officers at the various levels of management, but these have always not been practised. The result is that the top management, especially the Ministers and the Directors-General, are overworked, leading to delays in decisions and actions.

The Panel believes that delegation should be observed in the Civil Service as a matter of practice. Authority to take decisions and actions should be devolved down the hierarchy to the level of schedule officers, depending on the degree of importance of the matter. For example, schedule officers may be given the authority to reply to letters from outside organisations for which a precedent has been set. Officers to whom duties are delegated should then make regular reports of their decisions and actions to their superior officers. The extent to which senior officers delegate their powers should be an important factor in their staff performance evaluation reports.

### Problem of Delays

15.7. Another problem which makes the Civil Service inefficient is excessive delays in decisions and actions. The consequence of this malaise is that most times, results expected of the Service, both from within the Government and from the general public, are disappointingly not realised on time.

15.8 The Panel found that the basic causes of these delays include:

- (i) incompetence of officers;
- (ii) lack of courage on the part of officers to take decisions;
- (iii) long procedure for both decision-making and action;
- (iv) inadequate delegation of duties;
- (v) deliberate delays motivated by corrupt and selfish reasons.

15.9 To solve this problem, the Panel recommends the following:

- (i) training of officers in time management with special emphasis on speedy decision and actions;
- (ii) review of procedures to reduce the length of processes as set out in paragraphs 15:10 and 15:11 below.



setting of standard time for completing common processes in the Civil Service and monitoring same; effective delegation of duties.

### Review of Work Procedures

The application of obsolete methods and procedures of work in various offices is a major cause of delays and wastes in the Civil Service. One measure which will improve the Civil Service therefore, is the institution of periodic and systematic review of its methods and procedures. The areas identified by the Panel for the first phase of such Organisation and Methods review are:

- (i) Payment processes in the Civil Service;
- (ii) Treatment of correspondence from outside;
- (iii) Procedures for issuing Passports;
- (iv) Customs Procedures at the Ports;
- (v) Companies Registry Procedures;
- (vi) Treatment of Inactive Files and Records in Ministries in liaison with National Archives;
- (vii) Processes of Printing and Circulation of Government Gazettes.

15.11

This phase of the procedure review should be carried out by experts drawn from the Management Services Department (MSD), who may be supplemented by consultants from organisations such as ASCON and the Centre for Management Development. After this first phase, the MSD should be charged with the responsibility of identifying other processes to be reviewed on a continuing basis.

### Periodic Review of Operational Manuals

15.12

It is a matter for concern that working manuals and information documents of the Civil Service are not regularly updated and made available for use in offices as reference documents. The result is that officers often work "in the dark" and consequently work is delayed while searching strenuously for these reference documents. These operational documents include:

- (i) Civil Service Rules;
- (ii) Financial Regulations;
- (iii) Civil Service Handbook;
- (iv) Establishments and Treasury Circulars, Circulars from the Presidency, etc;

- (v) Notes for Guidance issued by the Federal Civil Service Commission;
- (vi) Schemes of Service;
- (vii) Civil Service Staff List;
- (viii) Annual Budget/Estimate Books;
- (ix) Gazettes;
- (x) Specialised Manuals of various Departments.

The Panel was dismayed to learn that the Civil Service Rules and the Financial Regulations have not been revised since 1974 and 1976, respectively, in spite of the significant changes which have taken place since then. Also, it is a matter of regret that Government gazettes are no longer printed and circulated for months, and the Annual Budget/Estimate Books are often not made available up till the last quarter of the year.

The Panel recommends that these office manuals, especially the Civil Service Rules and Financial Regulations be revised and produced regularly to accord with the changes in the Service. Finally every Ministry and Extra-Ministerial Department should ensure that copies of these documents are made available in adequate quantities for use in their offices.

### The Federal Government Press

15.15

The Panel was informed that the Federal Government Press, which is responsible for the production of most of Government's operational manuals and documents, is no longer operating normally. This is the main reason for the non-production of the documents. It is recommended that this important office of government be reorganised, revamped and provided with adequate resources, including finance, modern equipment and skilled personnel.

### Recommendations

15.16

- (i) Rules and Regulations in Government should be made unequivocal and firm, and sanctions should be applied against violators.
- (ii) Only confidential and secret information should be so classified and their release should be in an organised manner.
- (iii) Information should be provided to the people on time but without prejudice to national security.
- (iv) Delegation of duties should be observed in the Civil Service.

- (v) The problem of delays in decision and actions should be redressed by training in time management, review of procedures, setting of standard time for work and delegation of duties.
- (vi) Obsolete and inefficient office procedures in the Civil Service should be periodically identified and reviewed.
- (vii) The operational manuals and information documents of the Civil Service, especially the Civil Service Rules and the Financial Regulations, should be reviewed and made available regularly.
- (viii) The Federal Government Press should be reorganised and revamped.

## CHAPTER 16

### RETIREMENT, PENSION AND GRATUITY

#### Conditions for Retirement

Before 1987, retirement from the Civil Service was governed by the Pensions Decree No.102 of 1979 which put the compulsory retirement age at 60 years. Establishment Circular Ref. No. B. 63216/II/259 of 17th February, 1987 put the condition for compulsory retirement at 60 years, or on the attainment of 35 years of service, whichever is earlier. This provision was incorporated into Decree No. 43 of 1988. There has been no problem with the 60 years age rule for retirement. The contentious issue is the 35 years of service rule.

There are arguments for and against the retention of the length of service rule. On the one hand, proponents of the retention argue that early retirement will create job opportunities for the younger generation, especially given the level of graduate unemployment in Nigeria. They also contend that it is a way of catching up with those officers who falsify their ages in order to remain longer in service. Furthermore, they argue that the policy is the least painful way of beginning

the rationalisation of the bloated Civil Service. On the other hand, opponents of the retention of the length of service rule argue that in recent times, the Service has lost, through early retirement, many officers in their prime of service under the length of service regulation. They are also of the view that the practice has led to the loss of many experienced officers in whom Government had invested heavily through training. Moreover, many of the affected officers are relatively young, with ages between 50 and 53 years. The implication is that they would be paid the highest rate of pension for a long period of their life which would not be spent in the Service. This contributes to high pension cost to Government.

Having examined both arguments, the Panel concluded that the length of service condition is not in the interest of the Civil Service or the Government. Accordingly, it recommends that the retirement age in the Civil Service should be 60 years irrespective of the length of service. This is without prejudice to the practice in the Military where compulsory retirement is based on 35 years length of service or 60 years of age. The Panel notes that the rationale behind the 35 years rule for retirement from the Military Service does not and should not apply to civil servants.

16.4

#### Indiscriminate Retirement of Civil Servants

The Panel notes with concern that, in spite of laid down regulations on disciplinary procedures in the Civil Service for erring officers, the practice of indiscriminate and arbitrary retirement of officers from the Civil Service has continued to recur. This phenomenon started with the purges of 1975 / 1976, and 1984. It was given legal backing by Public Officers (Special Provisions) Decree No. 17 of 1984 which provided for the retirement of officers "in the public interest" without any further explanation. This practice does not take cognisance of the agony to which such officers and their families are exposed. This has robbed the Service of some of its finest officers, thereby contributing to the problems of the Civil Service. The Panel believes that there are adequate provisions in the Civil Service Rules, the Financial Regulations and other manuals for dealing with erring officers including their removal from the Civil Service. The laid-down procedures had in fact been applied successfully in the past. In order to ensure that the highly valued career expectations of civil servants are not jeopardized, and to promote job security and sustain morale in the Service, there should be no retirement in the Civil Service without following the laid down disciplinary procedures. In this connection, the Panel recommends that the Public Officers (Special Provisions) Decree No.17 of 1984 be repealed.

16.5

### Delay In Payment of Gratuity

The Panel found that in spite of the existing arrangement which was for civil servants to collect their gratuity on their last day in the Service, many retired officers still find it difficult to do so within the stipulated time. This has led to untold hardship to such retiring officers and their families. One of the reasons advanced for this is inadequate record keeping. The Panel believes that proper record keeping, among other things, can facilitate the process of payment of gratuity.

### Existing Pension Scheme

The Panel examined the current rate of pension paid to retired civil servants. Before 1991, the practice was to calculate pension on basic salary alone. This made the pension grossly inadequate and unable to meet the basic needs of pensioners. It also led to the undesirable situation in which most civil servants simply retired to penury. However, the Panel observes that the current policy of calculating pensions on the total pay package (that is, salaries and allowances) rather than on the basic salary alone, represents a step forward in improving the lot of pensioners. The Panel also notes the additional steps taken to improve pension by increasing the maximum rate of pension from 70% to 80% of an officer's terminal pay. The rule also enables a civil servant to qualify for gratuity after 5 years of service, and for pension if he has served for 10 years. This represents an improvement when compared to the hitherto rule of 10 years for gratuity and 15 years for pension.

16.8

These improvements notwithstanding, the Panel observes that pension is still inadequate given the rate of inflation in the country. The Panel notes, however, that pension is closely tied to current pay rates and recommends the continuation of the policy whereby corresponding increases in pensions are made each time there was a general review of salaries.

### Harmonisation of Pensions of Civil Servants

16.9

The Panel notes that the existing regulations on pensions do not apply equally to all retirees. Specifically, the Panel found that there exists a dichotomy between pension rates payable to civil servants who retired before 1991 and those who retired since January 1991. This dichotomy has adversely affected former public officers who retired before 1991, and who still receive ridiculously low pension rates. The Panel is aware that a memorandum has been sent to Government in this regard and hopes that Government will take early decision on the matter to harmonise the rate of pension.

### Contributory Pension Scheme

16.10

The Panel is aware of Government's intention to introduce the Contributory Pension Scheme for civil servants who have put in less than 15 years of service at the inception of the Scheme. This is sequel to the report of a Technical Committee set up by the Federal Government in September, 1988 to review the Civil Service Pension Scheme in the light of the Civil Service Reforms and the economic realities of the country. Under the proposed scheme, an officer will contribute 5% of his salary while the Federal Government will



contribute 2.5%. A Central Investment Agency will be created to manage the funds from the contributory scheme.

The Panel notes this development and agreed that it has the advantage of relieving Government of some of the burden of mounting pension bills. However, the Panel observes that the standard practice in a contributory pension scheme is that the employer pays more than the employee, with parity being the least. The Panel recommends that the officer should contribute 5% while Government contributes 7.5%. To ensure that the contributory Pension Scheme does not suffer the fate of similar Schemes like that of the Nigerian Railway Corporation or the National Provident Fund, the Panel also recommends that the proposed Central Investment Agency should be properly managed and run by Government as a public trust. Its trustees should include top officers like the Accountant-General, Auditor-General, etc and it should be administered by civil servants. The investment of the fund should be in accordance with the Trustee Investments Act.

#### Recommendations

- (i) The retirement age in the Civil Service should be 60 years irrespective of the length of service.
- (ii) There should be no retirement in the Civil Service without following the laid down disciplinary procedures.
- (iii) Public Officers (Special Provisions) Decree No.17 of 1984 should be abrogated.
- (iv) Pensions should continue to be reviewed upwards immediately salaries and allowances are reviewed.

- (v) Government should speed up action to harmonise the pension rates of those who retired before 1991 and those who retired after 1991.
- (vi) Under the Contributory Pension Scheme the employee should contribute 5% while Government contributes 7.5%.
- (vii) The proposed Contributory Pension Scheme should be properly managed under the Trustee Investments Act.

### Expenditure Powers

The Panel recognises that a major problem of financial management in the Civil Service is the concentration of expenditure powers on top management. The Reforms provided for the devolution and decentralisation of powers to approve expenditure down to GL.14 officers and heads of outstations. In practice, however, this provision was not adhered to in most Ministries. This resulted in delays in operation, frustration and apathy amongst officers.

The Panel recommends that the powers to approve expenditure should be devolved down to officers of GL.14, (being the starting point of the Senior Management) and heads of outstations. The expenditure limits of the officers should be determined by the Funds Allocation and Budget Committee of each Ministry.

### Tenders Arrangement

The Panel observed that even when tender arrangements had been adequately laid down, the procedures were not followed. This led to many abuses. One of the abuses of the system during the Reforms was the frequent use of anticipatory approval, which should be used only in exceptional cases.

Also, there is the problem of the collusion between the officials and prospective contractors. The Panel recommends that the appropriate tenders procedures should be followed strictly.

### Financial Control and Audit Alarm

17.8 The Panel believes that financial control should not only aim at ensuring that expenditure is made according to the rules and regulations but also should ensure that the best value-for-money is obtained. The experience since the Reforms is that financial control has not been effectively exercised and that the financial rules and regulations have not been strictly adhered to. The Internal Audit Unit, which is the control instrument of last resort, has not been effective in most Ministries, in spite of the provision of the audit alarm system by the Reforms. The Audit Alarm System should be abandoned as it has served no useful purpose.

17.9 The Panel notes that financial control in the Service is not only the responsibility of the Accounting Officer but also that of the Heads of Department, the Internal Audit and others who have responsibility for approving, disbursing or spending

public funds. The Panel therefore recommends that there should be strict observance of financial discipline in the management of funds.

### Financial Reports

The Panel recognises that one important element of financial accountability in government is the financial reports. The most institutionalised of these reports are the Accountant-General's Annual Report and the Auditor-General's Annual Report. The Panel observed that the release of these reports had been delayed, thereby diminishing their usefulness.

The Accountant-General's Report is particularly important as a post-mortem statement of the Government's financial performance for the past year. It also serves as an input into the Auditor-General's Report. The Panel therefore recommends that the Accountant-General's Report should be released within the stipulated period of the first six months of the succeeding year. Just as the Annual Estimates are published for public information, the Accountant-General's Report should also be published on time and widely circulated. The same applies to the Auditor-General's Report. It needs to be emphasised that Ministries and Extra-Ministerial

Departments should also render their financial reports to the Accountant-General at the stipulated time.

### Public Accounts Committee

17.12 The Panel notes the existence of the Public Accounts Committee which is a machinery for enhancing accountability in the Service. The effective performance of the body can serve as a deterrent to public officers who otherwise could find it easy to indulge in financial impropriety. The Panel observes that at present the Committee is not functioning because its membership is not constituted. It is recommended that this body should be reconstituted urgently and kept functional always to enable it discharge its constitutional functions. The Panel further recommends that membership of the Committee should consist of people of high integrity.

### Role of the Auditor-General

17.13 The Auditor-General for the Federation has the responsibility for the audit of expenditure of all Government Ministries and Agencies. During the Panel's discussion with the Auditor-General for the Federation, he raised the need for his Office to go beyond its present scope which is limited to Expenditure

Audit, into Value-for-Money Audit and Revenue Audit. According to him, the essence of the value-for-money audit is to ensure that the public derives value-for-money even if the expenditure has been made according to the rules and regulations. In the case of revenue audit, it is to ensure that maximum revenue is collected for Government.

The Panel appreciates that these new proposals can contribute to better public financial management. However, they should be implemented cautiously after a careful study.

The Panel is of the view that even if the proposals are introduced, the role of the Auditor-General should be advisory.

#### Financial Accountability

The Panel examined the question of financial accountability in the Civil Service and identified the following conditions which will enhance its attainment:

- (i) openness in financial management;
- (ii) regular issue of financial reports and statements;
- (iii) effective audit system;
- (iv) effective methods of prevention and investigation of fraud and other irregularities and prompt sanctions against offenders;

- (v) emphasis on value-for-money in financial spending.

17.16 The Panel observes that these conditions are not currently applied strictly in the financial system of the Civil Service.

The result is that public confidence in accountability in Government is dwindling. It is recommended that this image be improved urgently.

#### Broad Application of Planning

17.17 The Panel examined the concept of planning as a tool of management and observed that in the Nigerian Civil Service, it is taken narrowly to mean financial projections and allocation to capital projects over a period of years. It is the opinion of the Panel that planning should be applied to all activities of Ministries and Departments. Such planning activities should include periodic work programmes, target setting, performance review and monitoring, etc.

#### Recommendations

- 17.18 (i) Funds Allocation and Budget Committee should be established in every Ministry and Extra-Ministerial Department and its recommendations should be subject to the approval of the Minister.

- (ii) Powers to approve expenditure should be devolved down to GL.14 officers and heads of outstations.
- (iii) Appropriate tenders procedure should be followed strictly in the award of contracts.
- (iv) The Annual Reports of the Accountant-General and the Auditor-General for the Federation should be published within the stipulated period.
- (v) The Value-for-Money Audit and Revenue Audit should be added to the duties of the Auditor-General only after a careful study.
- (vi) The Public Accounts Committee should be reconstituted urgently and kept functional always.
- (vii) Financial accountability in the Service should be enhanced through strict observance of financial rules and regulations.

## CHAPTER 18

### MORALE IN THE CIVIL SERVICE

- 18.1 It is the general view that no matter how well an organisation is structured, it is unlikely to attain its objectives if the morale of its employees is low. Evidence available to the Panel shows that the morale of civil servants has sagged so low in the last two decades as a result of unfulfilled expectations that belonging to the system no longer confers pride and social recognition.
- 18.2 The factors that have contributed to this pathetic situation include:
- (i) The politicisation of the Civil Service;
  - (ii) Abysmally low remuneration in the face of galloping inflation;
  - (iii) Wide income differentials between the Civil Service and their counterparts in the Private Sector and Parastatals like NNPC, CBN, NITEL, Bureau for Public Enterprises, Nigerian Deposit Insurance Corporation, etc;
  - (iv) Inadequate welfare schemes - staff buses, staff loans and advances, meal subsidy, etc compared to the Private Sector and Parastatals;
  - (v) Inadequate and expensive medical facilities;
  - (vi) Inadequate retirement benefits aggravated by delay in payment;



- (vii) Insecurity of tenure occasioned especially by the arbitrary purges of 1975/1976 and 1984, and Public Officers (Special Provisions) Decree No.17 of 1984 which enables Government retire civil servants in "public interest";
- (viii) Inadequate working facilities and tools, poor office accomodation, etc;
- (ix) Poor merit system - inadequate reward for hardwork and excellence; the Service tends to lay more emphasis on discipline and sanctions than on merit and reward;
- (x) Insufficient recognition of the contribution of civil servants in the award of National Honours;
- (xi) Discriminatory treatment of retired civil servants in the appointments to Boards of Parastatals and State-owned companies;
- (xii) Discriminatory treatment against dismissed civil servants whose cases have not been re-examined, unlike their counterparts in the Military whose cases have been reviewed and their ranks restored;
- (xiii) Delays in promotion;
- (xiv) Inadequate and sometimes non-existent recreational facilities;

- (xv) Supersession by people from outside who do not necessarily have superior qualification, experience or ability;
- (xvi) Wrong and at times non-deployment of officers arising from merger and demerger of ministries;

All these factors have cumulative and negative effects on the morale of civil servants.

18.3 The Panel notes that suggestions and recommendations on how to solve some of these problems have been made elsewhere in this Report. For example, the very important issue of inadequate remuneration in the Civil Service is examined in Chapter 20.

#### Recommendations

- 18.4 (i) Job-security should be restored in the the Civil Service; normal disciplinary procedures should be followed in dealing with erring staff.
- (ii) Decree 17 of 1984 which empowers government to retire civil servants arbitrarily should be abrogated.
- (iii) Basic facilities like stationery, telephones, typewriters, photocopiers, etc should be made available to enable staff perform their duties enthusiastically and efficiently;
- (iv) Adequate staff buses should be provided.

- (v) Deserving civil servants should be given national honours like their counterparts in the military, and the private sector.
- (vi) Merit awards should be instituted for long serving and outstanding civil servants.
- (vii) The comprehensive Civil Service Club under construction in Abuja should be speedily completed while facilities for the club in Lagos should be improved.
- (viii) There should be upward review of housing loans and motor vehicle advances in view of the high rate of inflation in the country.
- (ix) The current suspension placed on promotion in the Civil Service should be lifted.

## CHAPTER 19

### CORRUPTION AND ABUSE OF OFFICE IN THE CIVIL SERVICE

19.1 Corruption has become widespread and prevalent in the Civil Service over the past few decades. In the last decade, the phenomenon has grown in intensity. The cankerworm has almost become institutionalised in the Public Service in the last few years. But it must be borne in mind that corruption in the Service is an extension of the decadence in the larger society. Alongside corruption are other forms of indiscipline such as misuse of position of authority, absenteeism, etc.

19.2 Corruption and abuse of office manifest themselves in various ways including:

- (i) demanding and accepting gratification for work done in official capacity;
- (ii) over-invoicing and inflation of contracts;
- (iii) falsification of documents;
- (iv) nepotism in the conduct of public affairs;
- (v) flagrant disrespect for laid down rules and regulations;
- (vi) deliberate delay of action for the purpose of compelling interested persons to offer inducement or reward.

The social, economic and political consequences of corruption on the nation are incalculable. In the society today there is widespread insecurity to life and property, all forms of impropriety, mistrust, political crisis, etc leading to losses of billions of Naira, both to the Government and the nation. In the Civil Service, it has led to low morale and indiscipline. This situation has placed the civil servant in a dilemma of choosing whether to identify with the present culture of corruption and abuse of office or to accept the tradition of honesty, hardwork and respect for rules and regulations. Corruption and abuse of office in the Civil Service are attributable to some of these factors:

- (i) insecurity of tenure and means of livelihood during and after service;
- (ii) corrupt environment under which the civil servant works;
- (iii) inadequate remuneration of civil servants vis-a-vis their counterparts in other sectors in the face of galloping inflation;
- (iv) absence or lack of political will to enforce sanctions against offenders;

(v) lack of exemplary leadership;

(vi) glorification of materialism by the larger society.

19.5 The Panel believes that the corruption syndrome in the Nigerian Public Service cannot be effectively controlled unless the entire societal environment is considerably sanitised. This calls for a national re-orientation and adoption of traditional and healthy values in all areas of national endeavour. The Panel notes with concern that past efforts in this regard were either short-lived or lacked strong political will to see them to effective conclusion.

#### Recommendations

- 19.6
- (i) Government should embark on a commitment to eradicate corruption both in Public Service and in the larger society.
  - (ii) Government leaders should lead by example.
  - (iii) Relevant institutions like the Public Complaints Commission, the Code of Conduct Bureau, Code of Conduct Tribunal, etc should be strengthened to enable them discharge their duties effectively.
  - (iv) Political office holders and other public functionaries should be made to adhere strictly to the rules and

regulations guiding the conduct of government business.

- (v) Strict sanctions should be applied to those found to have engaged in corrupt practices and they should be publicly exposed.
- (vi) Public functionaries found to have corruptly enriched themselves in the past should not be appointed to any public post or fraternised with by Government.
- (vii) Remuneration in the Civil Service should be sufficiently attractive to discourage corruption.

## CHAPTER 20

### STAFF REMUNERATION

#### Civil Service Compensation Package

20.1 The Civil Service staff compensation package is a broad term which includes an extensive range of staff benefits and entitlements including the following:

- (i) Salaries;
- (ii) Basic allowances, such as housing, transport, meal subsidy/entertainment and utility allowances;
- (iii) Other fringe benefits in cash or kind.

Staff compensation is a very important factor in the motivation of every employee if he is to perform effectively and honestly.

20.2 The Panel found that the salaries and allowances of civil servants are very poor in relation to the ever-rising cost of living and the amount required for reasonable sustenance. Also, the income differential between the civil servants and their counterparts in the private sector has widened considerably since the mid-1970s when the Udoji Commission tried to bridge the gap. In fact, the pay levels of the Civil Service and those of the private sector are, at present

165  
incomparable. Evidence available to the Panel shows that the gap in salaries between the public and the private sectors is 300 - 500 %. If the allowances and other perquisites are included, the differential would be much wider.

Another striking manifestation of the poor income levels of the Civil Service is the gap between civil servants and personnel of some other Government agencies such as the NNPC, NITEL, Central Bank of Nigeria, Nigeria Deposit Insurance Corporation and the Bureau of Public Enterprises. For example, the least paid staff of the Central Bank earns higher than a GL.13 officer in the Civil Service. Also, the pay package of a Director in the Civil Service is only about 20 % of that of his equivalent in the NNPC.

Arising from the above, the Panel came to the conclusion that the civil servants are the most disadvantaged and depressed wage earners in the economy. There is no doubt that the appallingly low level of remuneration of civil servants is the major factor which has led to the low level of morale, dedication to duty and productivity in the Civil Service. It is the view of the Panel that for civil servants to put in honest, efficient and effective service, they should at least be paid a fair and living wage.

20.5

#### Interim Measure

157  
In order to alleviate the present economic hardship being suffered by civil servants, and to reduce the gap between them and their counterparts in the other sectors, a substantial upward review of the salaries and allowances in the Civil Service is needed urgently. Such an increase, which should be effected within 1995, should be done quietly and without publicity. Later, a discreet but comprehensive review of the compensation package in the Service should be carried out by Government. These measures, the Panel believes, will go a long way in restoring the morale of civil servants. It is expected that, in return, civil servants would rededicate themselves for greater service to the nation.

20.6

The Panel is convinced that with the rationalisation of public expenditure and the resultant savings, Government can afford the substantial increases in salaries and allowances being recommended for civil servants. State and Local Governments can, if they so choose, effect similar increases if they can re-order their priorities and reduce areas of waste.



### Education Allowance

The Panel notes that one of the major items which consumes the salaries of civil servants is children's education. It is observed that most other organisations in both the public and private sectors now provide for education allowance or subsidised staff schools. It is recommended that education allowance be introduced as an item in the pay package of civil servants.

### Future Pay Review Policy

The Panel found that one of the reasons why the pay of civil servants has lagged behind the cost of living index and has lost the old relativities between it and those of the other sectors is that it is not adjusted to the rate of inflation. The Panel notes further that since the Udoji Report of 1974, there has been no major review of salaries and fringe benefits in the Civil Service. The Panel however notes that there have been some adjustments over the years but these have been irregular. They were mere relief packages meant to ameliorate short-term effects of certain government economic policy measures. These adjustments, taken as a whole, have not had any significant effect on the deteriorating living

conditions of civil servants in the face of ever galloping inflation. This situation differs from the practice in the private sector which increases its salaries and wages much more frequently but quietly.

20.9

Borrowing from the practice in the private sector and some other countries, therefore, the Panel recommends that there should be annual adjustment of the salaries of civil servants to accord with the rise in general cost of living. Such adjustments should be quietly done as a matter of routine. This system will minimise the announcement effect on prices which occasional reviews had created in the past. It should be the responsibility of the Salaries and Wages Commission to carry out such review, in consultation with relevant offices of Government.

### Recommendations.

- (i) Salaries and allowances of civil servants should be substantially reviewed upwards within 1995 as an interim measure, pending a comprehensive review later. Such an increase should be done quietly and without publicity.
- (ii) Education Allowance should be introduced as an item in the pay package of civil servants.
- (iii) Civil Service salaries and allowances should be adjusted annually to accord with inflation in the economy.

170

## CHAPTER 21

### SHIP BETWEEN PARASTATALS AND STATE-OWNED COMPANIES AND THEIR SUPERVISING MINISTRIES

#### Relationship

The Panel recalls that there is a document called "Administrative Guidelines Regulating the Relationship between the Parastatals and Government-owned Companies and the Government" governing the relationship between Ministries and the Parastatals and State-owned Companies under their supervision. In addition, some sections in the "Guidelines of Administrative Procedure of the Federal Government" deal with the proper relationship between Ministries and Parastatals. The major provisions of these documents include:

- (i) The Ministry is responsible for broad policy matters and should not interfere in the day-to-day management of the Parastatals.
- (ii) The Chairman and members of the Board are part-time appointees. They should not assume full-time and executive functions. Houses and vehicles should not be allocated to them on a

171

permanent basis. Such facilities should only be provided during meetings.

- (iii) Establishment matters such as recruitment, discipline and administrative procedures should be in accordance with the law setting up each parastatal or company.

21.2 The Panel observed with concern that the provisions of these guidelines are often disregarded. Examples of the violations include

- (i) There are instances where Ministers have virtually taken over the running of some Parastatals by dictating to the management day-to-day decisions which should normally be left to them. There are also reported cases of Ministers prevailing on the Management to recruit favoured persons whether or not they were qualified or needed.
- (ii) Abuse of official privilege is a common practice in the relationship of Ministries and Parastatals. Ministries often see Parastatals as avenues to circumvent the more rigid provisions of the Civil

## CHAPTER 21

### RELATIONSHIP BETWEEN PARASTATALS AND STATE-OWNED COMPANIES AND THEIR SUPERVISING MINISTRIES

#### Relationship

The Panel recalls that there is a document called "Administrative Guidelines Regulating the Relationship between the Parastatals and Government-owned Companies and the Government" governing the relationship between Ministries and the Parastatals and State-owned Companies under their supervision. In addition, some sections in the "Guidelines of Administrative Procedure of the Federal Government" deal with the proper relationship between Ministries and Parastatals. The major provisions of these documents include:

- (i) The Ministry is responsible for broad policy matters and should not interfere in the day-to-day management of the Parastatals.
- (ii) The Chairman and members of the Board are part-time appointees. They should not assume full-time and executive functions. Houses and vehicles should not be allocated to them on a

permanent basis. Such facilities should only be provided during meetings.

- (iii) Establishment matters such as recruitment, discipline and administrative procedures should be in accordance with the law setting up each parastatal or company.

21.2 The Panel observed with concern that the provisions of these guidelines are often disregarded. Examples of the violations include

- (i) There are instances where Ministers have virtually taken over the running of some Parastatals by dictating to the management day-to-day decisions which should normally be left to them. There are also reported cases of Ministers prevailing on the Management to recruit favoured persons whether or not they were qualified or needed.
- (ii) Abuse of official privilege is a common practice in the relationship of Ministries and Parastatals. Ministries often see Parastatals as avenues to circumvent the more rigid provisions of the Civil

Service, especially with respect to financial matters. For example, many Parastatals maintain permanent Guest Houses and fleets of cars for Ministers. These are detrimental to the financial viability of such organisations.

- (iii) Ministries often contribute to the financial stress of the parastatals by viring their subventions into unrelated expenditure items in the Ministry.
- (iv) Some Chairmen of Boards of Parastatals see themselves as Executive Chairmen contrary to the provisions and intent of the law establishing them. In such mistaken roles, they virtually take over the day-to-day running of the affairs of the parastatals to the detriment of such institutions.

The Panel believes that if the objectives and intentions of Government in setting up parastatals are to be realised, the guidelines on their management and the relationship between them and the Ministries must be adhered to.

The practice of some Ministers serving as Chairmen of Parastatals and Government-owned companies under them,

has been found to lead to gross abuses. The checks and balances which should exist between the Ministry and the parastatals are lost in this arrangement. The Panel therefore recommends that this practice be discouraged.

#### Duplication of Functions

21.5

The Panel also observed that there are instances of duplication of functions between the Departments in Ministries and certain parastatals under their supervision. There are also many cases of such duplications among various parastatals. The result is that there are conflicts and wastes in the operations of Government. The problem will be addressed in the rationalisation of Ministries and Parastatals which will follow this Report.

#### Contract Leasing

21.6

The Panel examined the policy of contract leasing of Government enterprises, as enunciated by the Head of State in his 1995 budget speech. The central objective is for the lessee to manage the leased assets profitably to the mutual benefits of Government, the lessee and the consumer. The lessee's technical competence and capacity to manage and fund the operation should be beyond question. It is the view

of the Panel that for the leasing arrangement to be successful, the contract managers should be given a free hand to manage the enterprises, subject only to the terms of the contract. There should be no interference by the Ministries in the management of such leased enterprises.

### Recommendations

- (i) The guidelines on the relationship between Ministries and Parastatals, and other relevant provisions should be strictly adhered to.
- (ii) Ministers should not function as Chairmen of Parastatals or Government-owned Companies.
- (iii) The leasing of Government enterprises should emphasise profitability and the lessees should be given free hand to manage the enterprises.
- (iv) The choice of lessees should emphasise technical competence and ability to manage and fund the operations of the enterprises.

## CHAPTER 22

### OTHER MATTERS

#### Working Tools and Facilities

22.1

One factor which militates against efficiency and enthusiasm in the Civil Service is the gross inadequacy of working tools and facilities in the offices. Items which are usually in short supply include stationery, typewriters, photocopiers, telephones and transport. A major cause of this inadequate provision is shortage of funds, but in many cases wrong priority in the use of available funds is responsible. However, in many cases even where funds are available, poor financial and supplies management could be responsible for the failure to provide the facilities as and when required. The Panel recommends that adequate funds be regularly allocated for the provision of basic office tools and facilities. It also recommends that the financial and supplies management system in Ministries be improved so that the provision and maintenance of the office facilities are assured all the time.



## Maintenance and Cleaning of Offices

The Panel observed that the standards of maintenance and cleanliness of Government offices and equipment have declined over the years. Conditions like dusty walls and windows, junks on corridors and offices, leaking roofs, broken-down lifts and air-conditioners, filthy and leaking toilets, bushy surroundings, etc are common sights in Government offices. This situation has created considerable inconvenience to the staff and visitors alike. It equally reflects a poor corporate image for Government agencies as lacking aesthetic values.

With regard to the maintenance of equipment, Ministries should enter into maintenance agreement with reputable dealers for effective, regular and qualitative service. In the case of general cleanliness, it is recommended that Ministries/Extra-Ministerial Departments should set up performance standards for all cleaning jobs which should be effectively supervised and regularly monitored by management. In addition, cleaning firms should be employed for large areas like the Federal Secretariats. This will be more efficient than saddling Government with an army of cleaners.

## Housing

22.4

Housing is an important welfare matter. It has become more critical since the last decade when civil servants can no longer afford to build or rent houses befitting their status without substantial Government assistance. Government's effort in providing housing has taken the following forms:

- (a) provision of quarters;
- (b) rent subsidy; and
- (c) housing loan.

The Panel notes that these efforts have not sufficiently addressed the problem.

22.5

Another dimension to the housing problem is the increasing allocation of quarters meant for civil servants to other public servants who have their own housing schemes. This reduces the stock of houses available to civil servants and this demoralises them.

22.6

The Panel also examined the problem of staff housing for civil servants in Abuja. As large number of civil servants move to the new Federal Capital, there is great demand for residential accommodation. The responsibility of Government in this regard is compelling as civil servants can hardly afford to rent

private houses. Government could choose one or a combination of the following methods to deal with this problem:

- (i) build residential quarters for civil servants;
- (ii) buy already-built houses and allocate as quarters;
- (iii) rent privately-owned houses for use as quarters;
- (iv) allocate land to civil servants and provide them housing loan to build their own houses.

The Panel examined the above methods and recommends that Government should, as matter of urgency, build quarters for civil servants in Abuja while providing a scheme for the allocation of land and loan to them to own their own houses.

#### House Ownership

The Panel identified house ownership scheme for civil servants as one of the most important welfare services. Every civil servant should be encouraged to own a house of his own on retirement. However, the Panel observed that in recent times, due to the high cost of building and inadequate funding of the staff housing scheme, many civil servants have been retiring into hardly affordable rented accommodation.

This has contributed to the untimely death of some retired officers. It is also one of the major causes of demoralisation among serving officers.

22.9

One of the inadequacies of the present housing scheme is the low amount given to civil servants as loans which is currently a maximum of N200,000. Another limitation is that the allocation to the staff housing scheme, which also serves members of the Armed Forces and the Police, is insufficient to cater for the large number of applicants. The Panel therefore recommends that the current housing loan be reviewed substantially upwards to enable officers own modest houses.

#### Free Medical Care

22.10

Free medicare for civil servants and their families is a condition of service. However, the Panel observed that the existing facilities in government hospitals are inadequate thereby compelling civil servants to obtain treatment outside the government hospitals. There is the problem of refund of medical expenses even when it is made in government hospitals. At present the Ministry of Health gives the approval for individual Ministries to pay. The Panel was informed that

120

to the cumbersome process, civil servants are discouraged from making their claims.

The Panel recommends that Ministries should be allowed to process and refund medical claims of individual officers subject to an annual limit beyond which further claims should be referred to the Ministry of Health for approval.

### Recommendations

- (i) Basic working tools and facilities should be adequately provided to enhance efficiency in the Civil Service.
- (ii) Ministries should enter into agreement with reputable dealers for the maintenance of their office equipment.
- (iii) The cleaning of government offices should be effectively supervised and monitored.
- (iv) Cleaning firms should be employed for cleaning large areas like the Federal Secretariats.
- (v) The allocation of quarters meant for civil servants to other public servants who have their own housing schemes should be discouraged.
- (vi) As a matter of urgency Government should provide quarters for civil servants in Abuja.

- 187
- (vii) Government should provide a scheme for the allocation of land and loans to civil servants in Abuja to own their own houses.
  - (viii) The housing loan entitlement of civil servants should be increased substantially and fund allocation to the staff housing scheme should be increased.
  - (ix) Ministries should be allowed to process and refund medical claims of individual officers, subject to an annual limit beyond which further claims should be referred to the Ministry of Health for approval.

## CHAPTER 23

### APPLICATION OF THE REFORMS TO STATE LOCAL GOVERNMENT SERVICES

Panel deliberated on the application of its recommendations to State and Local Governments. It recalls the provisions of the Reforms were made mandatory to States, and that the consequences have been largely the same as in the Federal Service, namely, politicised Service, loss of financial accountability, bloated Service, loss of experienced officers through early retirement, etc. The Panel believes that in a federal system of government, the wholesale application of Federal Civil Service structure to State and Local Governments is inappropriate. Such a practice negates the principle of federalism because, apart from their constitutional autonomy, States differ in size, resources, priorities, etc. There should therefore be no need to impose uniform standards on their services. The State and Local Governments should therefore be left free to determine what provisions of this Report they would want to adopt or adapt, as the case may be.

23.3

With particular reference to Local Governments, the Panel received representations with respect to the practice of bringing unelected persons as Supervisory Councillors to man key Local Government departments such as Education, Health, Works and Agriculture. It also received complaints on the appointment of non-career officers as Secretaries to Local Governments. The reason adduced for this practice is alignment with the presidential system of government. Even in the United States, the presidential pattern is not imposed on the local government system hook, line and sinker. The Panel is of the opinion that this whole-sale application of the presidential system to Local Governments is unnecessary and wasteful.

#### Recommendation

23.4

The provisions of this Report should not be made mandatory on State and Local Governments. Rather, State and Local Governments should be free to adopt or adapt any of the provisions of this Report, as they may deem suitable.

## CHAPTER 24

### IMPLEMENTATION

The development of the Nigerian Civil Service has witnessed many reforms as shown in Chapter 3 of this Report. These reforms were of course, responses to changing circumstances induced by the political and other changes in the country.

A close examination of the various reforms indicates that for the most part, they seriously addressed the problems of the times. However, the major problem of the previous reforms had been that of effective implementation which had been found to be either selective or haphazard. This is true even for seemingly major reforms with far-reaching recommendations like the Public Service Review Commission (Udoji Report) of 1974 where in the main, undue emphasis was placed on the grading and salaries aspects.

In the light of the foregoing and given the significance of this Panel's assignment, it is important that the basic requirements for a successful implementation of this Report be addressed. Some of these are:

- (i) Will and commitment of the competent authorities;
- (ii) Proper establishment of an effective structure for the management of change;

(iii) Existence of executive capacity for implementation;

(iv) Provision of necessary facilities.

#### Implementation Committee

24.4

It is generally believed that it is only when a Report has been effectively implemented that it can be regarded as successful. In this regard, the Panel recommends that an Implementation Committee be set up to implement the recommendations as may be approved by the Government. Members should be drawn from among serving and retired public servants with relevant expertise and experience. The Committee should have a Secretariat in the Presidency. The Committee should be well funded and be given adequate authority to enforce the approved recommendations.

24.5

In order to obtain good results, the Panel recommends that the implementation of the accepted recommendations of the Report should be completed within a period of two years. Guidelines on the implementation of the recommendations should be followed by inspection visits. Seminars and workshop should be organised at all levels of Government and in Ministries and Extra-Ministerial Departments to acquaint all concerned with the basic tenets and philosophies of the recommendations.



185  
carrying out its assignment, the Implementation Committee should liaise closely with the Management Services Department of the Office of Establishments and Management Services.

### Recommendations

- (i) An Implementation Committee should be instituted in the Presidency to implement the accepted recommendations of this Report within a period of two years.
- (ii) The Implementation Committee should be well funded and staffed and should be given enough authority to enforce the accepted recommendations.

## CHAPTER 25

### SUMMARY OF RECOMMENDATIONS

#### Legal Framework

1. The Civil Service is an organic institution which is expected to respond with speed and sensitivity to changing policies and events. To fix its operation by law as Decree 43 of 1988 did is to put it in a straightjacket and unduly constrict its responses. The management of the Civil Service should therefore be guided by the relevant provisions in the Constitution, the Civil Service Rules, the Financial Regulations and Circulars.

#### Structure of the Ministry

2. In order to make for effective and economic management of the Civil Service, Ministries and Extra-Ministerial Departments should be structured according to their objectives, functions and sizes and not according to a uniform pattern. As a guide, however, a Ministry could have between 2 and 6 Departments, one of which should be the Department of Administration and Finance.

189  
Minister

Minister should continue to be the Head of the Ministry and be responsible for its general direction and control but he should not be the Accounting Officer. This is because by the nature of the duty of an Accounting Officer and considering the recent changes of the system, the role is better assigned to a career civil servant who is conversant with the Civil Service Rules and Financial Regulations. Such a civil servant can be penalized for financial irregularities and could be recalled even after retirement, to account for any impropriety committed while in the Service. Though the repealed Decree required the Minister as the Accounting Officer to be guided by the Financial Regulations and held him responsible for any financial irregularity, this was not complied with in practice. In some cases, familiarity with the Civil Service Rules and Financial Regulations was absent. The Permanent Secretary should keep the Minister fully informed of all major activities in the Ministry. For the smooth running of the Ministry, it is essential to maintain a harmonious working relationship between the Minister and the Permanent Secretary.

190  
The Permanent Secretary

6. The title of Permanent Secretary should be restored. The new title will avoid the present confusion between the Directors-General of Ministries and those of some Parastatals and Agencies. Also the title of Permanent Secretary is associated with the Civil Service in its best years.
7. The Permanent Secretary should be the Accounting Officer of the Ministry.
8. The Permanent Secretary should be a career officer and should ordinarily be appointed by the President from among serving senior officers of the Civil Service on the advice of the Head of Service, in consultation with the Secretary to the Government and the Federal Civil Service Commission.
9. There should be only one Permanent Secretary in a Ministry.
10. The civil service head of an Extra-Ministerial Department should not be designated Permanent Secretary.
11. The concept of Director-General as Deputy Minister should not apply to Permanent Secretaries.

The Post of Head of the Civil Service

12. The post of Head of the Civil Service should be re-established as a separate Office under the President, as provided for in the Constitution.

ent into the Federal Civil Service, at the entry grades,  
e based on a combination of merit and federal character,  
er progression should be based normally on merit.  
being transferred into the Federal Civil Service from the  
and other agencies should be placed on the grade they  
ormally have been had they joined the Federal Civil Service  
rst instance.

Following should be the schedule of promotion powers in the

- the following:
- (a) GL.01 to 06 - by the Ministry/Extra-Ministerial Department;
  - (b) GL. 07 to 13 - by the Ministry/Extra-Ministerial Department or the relevant Staff pool;
  - (c) GL.14 to 17 - by Ministry/Extra-Ministerial Department or the relevant Pool, subject to ratification by the Civil Service Commission.

- 29. The Civil Service Commission should take decisions expeditiously on recommendations for promotion from Ministries/Extra-Ministerial Departments.
- 30. The maturity periods for promotion of staff should be reviewed as follows:
  - (a) GL.01 to 13 - 2 years
  - (b) GL.14 to 17 - 3 years.
- 31. Provision should be made for accelerated promotion.
- 32. The following should be the schedule of disciplinary powers:
  - (a) GL. 01 to 13 - by the Ministry/Extra-Ministerial Department;
  - (b) GL. 14 to 17 - by the Civil Service Commission.
- 33. Acting appointments should be extended to positions below GL.14.
- 34. The staff Annual Performance Evaluation Report should be changed to the Confidential System and the forms redesigned accordingly.
- 35. A skilled and experienced officer of sufficient seniority should be appointed in each Ministry to handle industrial relations matters.
- 36. The present Personnel Assistant, Accounts Assistant and Secretarial Assistant cadres should revert to their old nomenclatures.
- 37. Staff exchange between the Civil Service and other sectors of the economy should be encouraged.

## Pool System

Pool system should be restored for those professional and sub-professional cadres that commonly exist in Ministries.

For the professional cadres in the Pools should begin at the level of the professional cadres while that of the sub-professional cadres should begin at the level of the sub-professional cadres.

Cases of stagnation and supersession arising from the abolition of the pool system should be identified and officers who have been adversely affected could be advanced notionally.

Such officers should be posted to the Ministry of Justice, Office of the Accountant-General, Office of the Auditor-General, Board of Revenue, etc. to perform related common services functions.

## Functions of the Federal Civil Service Commission

The Federal Civil Service Commission should be responsible for:

- (a) Recruitment of officers on GL.07 - 17, after consultation with the relevant Ministries/Extra-Ministerial Departments and Staff Pools;
- (b) Ratification of promotions by Ministries/Extra-Ministerial Departments and Pools, for officers on GL.14 - 17;
- (c) Discipline of all officers on GL.14 - 17.

43. The Commission should be represented in the Senior Staff Committees of Ministries.

44. The Commission should serve as an appellate body on matters of appointment, promotion and discipline.

45. The Commission should update, issue and circulate "Notes for Guidance" regularly.

46. The Chairman and members of the Commission should be appointed from among persons of high integrity and maturity.

## Training and Staff Development

47. The existing provision that 10% of total annual personnel emoluments be set aside for training should continue.

48. The 10% of total personnel emoluments for training should be shared 50:50 between each Ministry and the Office of the Head of Service which will coordinate the centralised training programmes.

49. Foreign technical assistance programmes should be encouraged and well co-ordinated to supplement local courses and the local training vote.

50. A Senior Management Course should be introduced for all officers who are expected to attend it before entering the senior management category on GL. 14.

ate funds should be made available to training institutions like  
N, Federal Training Centres, Schools of Radiography  
s, etc to enable them improve their facilities.

leave without pay should be restored as a way of encouraging  
s to improve themselves to render valuable service.

Centre for Democratic Studies should be scrapped and the  
gs, including other facilities, converted to a Civil Service  
e for the training and retraining of middle level and senior  
gers.

#### Performance Evaluation and Organisational Review of Ministries

tries/Extra-Ministerial Departments should cultivate the practice  
etting targets for themselves, their departments, other sub-  
ions and individual staff, based on the annual budget, and  
uating performance thereafter.

y Ministry/Extra-Ministerial Department should submit an annual  
rt of its activities to the Presidency within six months of the end  
e year.

Management Services Department should be consulted by  
stries/Extra-Ministerial Departments in any major review of their  
organisational structure operational methods and manning levels.

#### Operational Methods, Procedures and Manuals

57. Rules and Regulations in Government should be made unequivocal and firm, and sanctions should be applied against violators.
58. Only confidential and secret information should be so classified and their release should be in an organised manner.
59. Information should be provided to the people on time but without prejudice to national security.
60. Delegation of duties should be observed in the Civil Service as a matter of practice.
61. The problem of delays in decisions and actions should be redressed by training in time management, review of procedures, setting of standard time for work and delegation of duties.
62. Obsolete and inefficient office procedures in the Civil Service should be periodically identified and reviewed.
63. The operational manuals and information documents of the Civil Service, especially the Civil Service Rules and the Financial Regulations, should be reviewed and made available regularly.
64. The Federal Government Press should be reorganised and revamped.

#### Retirement, Pension and Gratuity

65. The retirement age in the Civil Service should be 60 years.



ective of the length of service.

There should be no retirement of civil servants without following the  
own disciplinary procedure.

Public Officers (Special Provisions) Decree No. 17 of 1984  
should be abrogated.

Conditions should continue to be reviewed upwards immediately  
salaries and allowances are reviewed.

Government should speed up action to harmonise the pension rates

for those who retired before 1991 and those who retired since 1991.

Under the Contributory Pension Scheme, the officer should  
contribute 5% while Government contributes 7.5%. The proposed

Contributory Pension Scheme should be properly managed under  
the Trustee Investments Act.

### Financial Management

Funds Allocation and Budget Committee should be established in

every Ministry and Extra-Ministerial Department and its  
recommendations should be subject to the approval of the Minister.

Powers to approve expenditure should be devolved down to GL.14  
officers and head of outstations.

Tenders procedures should be followed strictly in the award of  
contracts.

74. The Annual Reports of the Accountant-General and the Auditor-General should be published within the stipulated periods.
75. The Public Accounts Committee should be reconstituted urgently and kept functional always.
76. Financial accountability in the Service should be enhanced through the strict observance of financial rules and regulations.
77. Value-for-Money Audit and Revenue Audit should be added to the duties of the Auditor-General but only after a careful study.

### Morale in the Civil Service

78. Job security should be restored in the Civil Service and normal disciplinary procedures should be followed in dealing with erring staff.
79. Basic facilities like stationery, telephones, typewriters, photocopiers, etc. should be made available to enable staff perform their duties enthusiastically and efficiently.
80. Adequate staff buses should be provided for civil servants.
81. Deserving civil servants should be given national honours like their counterparts in the Military and the private sector.
82. Merit awards should be instituted for long-serving and outstanding civil servants.
83. The comprehensive Civil Service Club under construction in Abuja

be speedily completed while facilities for the club in Lagos be improved.

should be an upward review of housing loans and motor advances in view of the high rate of inflation in the country. Current suspension placed on promotion in the Civil Service should be lifted.

#### Corruption and Abuse of Office

Government should embark on a commitment to eradicate corruption both in the Public Service and in the larger society.

Government leaders should lead by example.

Key institutions like Public Complaints Commission, the Code of Conduct Bureau, Code of Conduct Tribunal, etc should be strengthened to enable them perform their duties effectively.

Governmental office holders and other public functionaries should be required to adhere strictly to the rules and regulations guiding the conduct of government business.

Sanctions should be applied against those found to have engaged in corrupt practices and they should be publicly exposed.

Public functionaries found to have corruptly enriched themselves in the past should not be appointed to any post or fraternised with by

Government.

92. Remuneration in the Civil Service should be made sufficiently attractive to discourage corruption.

#### Staff Remuneration

93. Salaries and allowances of civil servants should be substantially reviewed upwards within 1995 as an interim measure, pending a comprehensive review later. Such an increase should be done quietly and without publicity.

94. Education Allowance should be introduced as an item in the pay package of civil servants.

95. Civil Service Salaries and Allowances should be adjusted annually to accord with inflation in the economy.

#### Relationship between Ministries and their Parastatals

96. The guidelines on the relationship between Ministries and the Parastatals and other relevant provisions should be strictly adhered to.

97. Ministers should not function as Chairmen of Parastatals or government-owned Companies.

98. The leasing of government enterprises should emphasise profitability and the lessees should be given free hand to manage the enterprises.

200  
ice of lessees should emphasise technical competence and  
to manage and fund the operations of the enterprises.

### Matters

working tools and facilities should be adequately provided to  
ce efficiency in the Civil Service.

ment should enter into agreement with reputable dealers for  
aintenance of office equipment used in various Ministries.

eaning of government offices should be effectively supervised  
monitored.

ing firms should be employed for cleaning large areas like the  
al Secretariats.

allocation of quarters meant for civil servants to other public  
ants who have their own housing schemes should be  
ouraged.

matter of urgency, Government should provide quarters for civil  
ants in Abuja.

ernment should provide a scheme for the allocation of land and  
is to civil servants in Abuja to own their own houses.

housing loan entitlement of civil servants should be increased  
stantially and the fund allocation to the staff housing scheme  
ould be increased.

108. Ministries should be allowed to process and refund medical claims  
of individual officers, subject to an annual limit beyond which further  
claims should be referred to the Ministry of Health for approval.

### Application to State and Local Government Services

109. The provisions of this Report should not be made mandatory on  
State and Local Governments. Rather, State and Local  
Governments should be free to adopt or adapt any of the provisions  
of this Report, as they may deem suitable.

### Implementation

110. An Implementation Committee should be instituted in the Presidency  
to implement the accepted recommendations of this Report within  
a period of two years.
111. The Implementation Committee should be well funded and staffed  
and should be given enough authority to enforce the accepted  
recommendations.

## APPENDIX I

### OF ORGANISATIONS AND PERSONS WHO SUBMITTED MEMORANDA

#### Government

- Committee of Federal Directors-General
- Federal Ministry of Establishments and Management Services
- Federal Civil Service Commission
- Auditor-General for the Federation
- Accountant-General of the Federation
- National Planning Commission
- National Commission for Women
- Ministry of Federal Capital Territory
- Federal Inland Revenue Service
- National Assembly Office
- Pension and Records Department, Federal Ministry of Establishments and Management Services
- Anambra State Government
- Kebbi State Government
- Benue State Government
- Lagos State Government

16. Edo State Government
17. Niger State Government
18. Oyo State Government
19. Delta State Government
20. Kogi State Government
21. Osun State Government
22. Sokoto State Government
23. Katsina State Government
24. Imo State Government
25. Adamawa State Government

#### B. Unions and Associations

1. Association of Retired Secretaries to Government/Heads of Service, Permanent Secretaries, Directors-General and Auditors-General in Edo and Delta States.
2. Association of General and Private Medical Practitioners of Nigeria.
3. Civil Service Technical Workers Union of Nigeria.

4. National Association of Nigeria Nurses and Midwives.
5. Official Report Staff Cadre, National Assembly.
6. Association of Government Libraries.
7. Nigerian Institution of Surveyors, Kwara State Branch.
8. Nigerian Medical Association.
9. Nigerian Civil Service Union.
10. National Association of Anti-Corruption Crusaders (NAACC).
11. Quantity Surveyors in the Federal Ministry of Works and Housing.
12. Guild of Medical Directors.
13. Nigeria Union of Local Government Employees.
14. Association of Dental Technologists of Nigeria.
15. The Technical Assistant Cadre, Public Building and Housing Department, Federal Ministry of Works and Housing.
16. National Conference of Nigerian Fire Services Directors.
17. The Superintendent Cadre of the Federal Ministry of Works and Housing.

18. Nigeria Union of Civil Service Typists, Stenographic and Allied Staff.
19. Association of Senior Civil Servants of Nigeria.
20. Association of Senior Civil Servants of Nigeria, Ogun State Branch.
21. Association of Retired Permanent Secretaries of Imo State
22. Secretarial Staff in the Federal Civil Service
23. The Enabling Environment Forum

**C. Individuals**

1. Alhaji Aminu Saleh
2. Chief Gray Longe
3. Alhaji Adamu Fika
4. Professor S. O. Adamu
5. Mr. A. D. Ayenajeh
6. Chief A. O. Okafor
7. Rev. E. O. Omeni
8. Chief A. E. Howson-Wright
9. Mrs. M. A. Oni
10. Mr. S. F. Awe
11. Mr. C. Ekwugha



1. Mr. J. O. Adesanya
2. Hon. S. A. Ajisafe
3. Dr. Bunmi Alegbeleye
4. Sola Gafari
5. Mr. J. E. T. Ikedianya
6. Engr. G. A. Adegboyega
7. Mr. A. Adebayo
8. Dr. G. O. Orewa
9. Mr. O. B. Andrew
10. Dr. K. A. Ojodu
11. Dr. Stephen O. Olugbemi
12. Mr. A. A. Amusa
13. Mr. Kanmi Olaleke
14. Mrs. E. A. Ogene
15. Macido Dalhat
16. Mr. A. A. Braimah
17. Mr. F. Oyewole Olaseni
18. Mr. Byron O. O. Anigozie
19. Mr. Jacob Uma
20. Mr. Onyukwu E. Onyukwu
21. Mr. Gabriel Nnaji

22. Dr. Amos A. Olagboye
23. Mr. G. B. Anibaba
24. Mr. E. I. Ukpong
25. Mr. M. A. Adewale
26. Engr. I. G. Anyadiegwu

## APPENDIX II

### PERSONS AND UNIONS WHO APPEARED BEFORE THE PANEL

Chief (Mrs) A. M. Osomo, former Minister  
of Establishments and Management Services.

Alhaji Shaibu Kazaure - Chairman, Federal Civil  
Service Commission.

Committee of Federal Directors-General.

Alhaji Adamu Fika, former Head of Civil Service  
of the Federation.

Chief G.P.O. Chikelu, Chairman, National  
Salaries and Wages Commission.

Alhaji M. B. Yesufu, Director-General (General Services  
Office), The Presidency.

Mr. F. O. Williams, Director-General (Establishments and  
Pensions) Office of Establishments and Management  
Services.

Dr. J.D.A. Makanjuola, Director-General,  
Federal Ministry of Health and Social Services.

9. Alhaji M. Shitu, Director-General (Establishments and  
Management Services) Office of Establishments and  
Management Services.
10. Mr. Ibrahim Salim, Director-General/Clerk Designate,  
National Assembly.
11. Mr. J. C. Asugha, Auditor-General for the Federation.
12. Mr. O. A. Olusemo, Accountant-General of the  
Federation.
13. Professor Adele Jinadu, Director-General,  
Administrative Staff College of Nigeria (ASCON).
14. Professor Dotun Phillips, Director-General,  
Nigerian Institute of Social and Economic Research  
(NISER).
15. National Commission for Women.
16. Mr. B. O. O. Ugowe, Director (PR&S), The Presidency.
17. Alhaji W. M. Kurawa, Director of Personnel, The  
Presidency.
18. Chief A. O. Okafor, Director, Pensions and Records,  
Office of Establishments and Management Services.
19. Macido Dalhat, former Secretary in the Transitional  
Council.

20. Alhaji Shuaibu Adamu, former Director, F.C.D.A.
21. Dr. G. O. Orewa, Retired Permanent Secretary, Bendel State.
22. Mr. C. Ekwugha, Retired Director of Budget, Imo State.
23. Mr. A. D. Ayenajeh, former Secretary to the Plateau State Government.
24. Nigerian Civil Service Technical Workers Union.
25. Nigerian Union of Local Government Employees.
26. Nigerian Medical Association.
27. National Association of Nigerian Nurses and Midwives.
28. Association of Government Libraries.
29. Association of Senior Civil Servants of Nigeria.
30. Nigerian Civil Service Union.
31. The Enabling Environment Forum.

APPENDIX III

LIST OF SECRETARIAT STAFF

- |    |                     |   |                          |
|----|---------------------|---|--------------------------|
| 1  | Alh. M. B. Liman    | - | Asst. Director           |
| 2  | Mr. J. I. Oboh      | - | Asst. Director           |
| 3  | Mal. L. A. Tambari  | - | Chief Personnel Officer  |
| 4  | Mr. C. U. Ogbechie  | - | Prin. Mgt. Consultant    |
| 5  | Mr. D. D. Elabi     | - | Prin. Mgt. Consultant    |
| 6  | Alh. T. Sadauki     | - | Senior Personnel Officer |
| 7  | Mr. A. Nwite-Eze    | - | Personnel Officer I      |
| 8  | Mr. E. Kalu         | - | Chief Typist             |
| 9  | Mr. C. Z. Oruruocha | - | Prin. Sect. Asst.        |
| 10 | Mr. M. C. Ibewuike  | - | Senior Protocol Officer  |
| 11 | Mr. Y. Haruna       | - | Acct. Asst.              |
| 12 | Mr. A. Umar         | - | Personnel Asst.          |
| 13 | Mr. I. Yusuf        | - | Personnel Asst.          |
| 14 | Alh. S. Umar        | - | Personnel Asst.          |
| 15 | Miss. B. Aroyame    | - | Catering Asst.           |
| 16 | Mr. O. Ipaye        | - | Personnel Asst.          |
| 17 | Miss. I. S. Ozor    | - | Sec Asst.                |
| 18 | Mr. U. Dantala      | - | Driver Mechanic          |
| 19 | Mr. L. Mkpuma       | - | Driver Mechanic          |
| 20 | Mr. M. D. Abubakar  | - | Driver Mechanic          |