

Award of the SERVICOM Index

The People's Right to Be Served Right

Report of
SERVICOM Compliance Evaluation of
Nigerian Prisons Service,
Makurdi Medium Prison.

Federal Ministry of Interior

September 19, 2011

EXECUTIVE SUMMARY

SUMMARY OF SERVICOM COMPLIANCE EVALUATION OF NIGERIAN PRISONS SERVICE, MAKURDI PRISON

Date of Evaluation: 19th September, 2011

Score: 1.1 out of 4; (27.5%)

Ranking: One Star (*) Service

Description: Poor

Findings

Strengths:

- The surrounding environment of Makurdi Prison is clean
- All staff wear name tags for easy identification
- Men and Officers of the Service are receptive, friendly, committed and helpful to the inmates as well as relatives and friends of the inmates. This was observed during the mystery shopping carried out at the Makurdi Prison

Weaknesses:

- The standards set for all main services provided by Nigerian Prisons Service, Makurdi are not reviewed regularly e.g. the standing order that spells out such standards was published in 1961 and does not reflect international best practice
- The waiting area of Nigerian prisons Service Makurdi had worn-out Chairs, no water Dispenser and Television set for customers' convenience. This does not give the customer a good reception experience while waiting to receive service
- Inmates on awaiting trial at the Makurdi Prison are not given access to the skill acquisition center. This deprives the inmates from learning a trade as most of them spend more than five years in the cell before they are acquitted or convicted
- Inmates on awaiting trial complained of continuous delay in hearing of their cases in courts. This creates anxiety and lack of confidence in NPS
- There is no system in place to monitor waiting times of inmates' relatives and others when they visit the prison. For example there is variation on the time spent by each visitor to the prison this shows unequal treatment for all inmates.
- The Nigerian Prisons Service has not considered the information requirement of those who do not speak or read English language e.g. information in local languages such as Hausa, Yoruba, Igbo and Tiv.
- Inmates and visitors confirmed that consultations with staff, partners and

stakeholders has not improved the services of NPS e. g. Legal Aid Council does not get updated information on inmates to enable them know areas of assistance

- Staffs of NPS, Makurdi Prisons are not given the needed support by the management from the National headquarters as vehicles; overhead and other logistics for day to day running of the office are inadequate. This affect the quality of services provided to inmates and their relatives. E.g. inmates are not taken to law courts regularly due to logistics problems.
- Summary of budget, expenditure and reports of audit are not displayed in public domain. This shows that the organisation is not accountable to customers and the general public.
- There is no work plan for NPS Makurdi to show how services are designed to improve periodically. This makes it difficult for the management to effectively monitor the progress of services delivered
- Customer Care Policy produced by Nigerian Prison service are not displayed at the Makurdi medium Prison to guide Staff on treatment of inmates and relatives

Recommendations:

- The standards set for all main services provided by NPS Makurdi Prison should be reviewed regularly to bring such standards to current realities e.g. the Standing Order should be reviewed
- Comfortable waiting area should be provided at Makurdi Prison for customers e.g. standard seats, water dispenser and a television set should be provided. This will improve customer reception experience
- Inmates on awaiting trial at the Makurdi Prison should be given access to the skill acquisition centre to acquisition skills. This will equip them to be self reliance.
- The Criminal justices system should be reformed such that cases of inmates on awaiting trial will be completed on time as this will help decongest the prison and reduce anxiety
- Standards for waiting times for subsequent visits to NPS, Makurdi Prison should be set for use by both staff and inmates' relatives e.g. the time it takes for a relative to see an inmate and how long he or she stays with the inmate. This would guide expectation of relatives on how long they have to wait to receive service and to see an inmate
- The information requirement of those with physical disabilities and those who do

not speak or read English language should be taken into consideration by NPS, Makurdi prison e.g. provision of information in different local languages such as Hausa, Yoruba, Igbo and Tiv, pictorial display for illiterates and Braille for the blind. This will show that the organization has considered the needs of its various customer groups and the immediate community

- The management of Makurdi prison should use results of consultations with inmates, staff and other stakeholders for the improvement of services
- The management from the prison headquarters should provide working tools for staff to enable them perform their functions e.g. a well furnished office accommodation and facilities such as computers should be provided for staff of the zonal headquarters as most staff stayed under the trees during working hours
- Summary of budget, expenditure and reports of audit should be published and displayed in public domain. This would demonstrate that the organisation is transparent and accountable to its customers and the general public
- Work plans should be produced for NPS Makurdi to show how services are designed to improve periodically. This would also help management to effectively monitor the progress of services delivered
- Customer Care Policy should be produced and displayed at all service points. This would further guide staff on providing quality service and ensure that all inmates are treated equally

Conclusion

The SERVICOM Index awarded to NPS, Makurdi Prison is **1.1** out of **4 (27.5%)** which represents **one star (*)** and indicates **'Poor'** service delivery. Although this is far from praiseworthy, it is our belief that the NPS, Makurdi Prison would aim at continuous improvement on the quality of service delivered to its customers if the recommendations contained in this report are faithfully implemented.

MAIN REPORT

1.0 Introduction

This is a report on the findings of a SERVICOM Compliance Evaluation of Nigerian Prisons Service (NPS) Makurdi Prison. Compliance has been measured against the SERVICOM Index, a yardstick for measuring the quality of service as delivered by Government through its various Ministries, Departments and Agencies (MDAs).

The SERVICOM Index is predicated on the facts that:

- The ultimate purpose of governance is to serve citizens;
- Citizens have the right to be served right;
- Service is well delivered only when citizens are satisfied; and
- The Federal Government is committed to the provisions of SERVICOM (Service Compact with All Nigerians) as a programme to improve service delivery throughout the country.

Customer Satisfaction is the overriding consideration of service delivery. Extensive research, consultations and surveys have shown that customer satisfaction is broadly driven by several drivers, listed below. The selected service window of Makurdi Prison has been evaluated for each of these drivers through customer interviews, discussions with staff, discussions with partners, reviews of key documents and observations. The Index score for NPS, Makurdi Prison has been calculated as weighted average for the scores evaluated for each driver.

The weight of importance attached to each driver is as follows:

- | | | |
|--------------------|---|-----|
| • Service Delivery | - | 30% |
| • Timeliness | - | 24% |
| • Information | - | 18% |
| • Professionalism | - | 16% |
| • Staff Attitude | - | 12% |

2.0 Acknowledgements

We acknowledge the co-operation of the following for their contributions in the course of the evaluation exercise:

1. Comrade Abba Moro

Honourable Minister, Federal Ministry of

2. Mr. S.B. Ozigis	Interior Permanent Secretary, Federal Ministry of Interior Abuja
3. Mr. Olushola Ogundipe (OFR)	Controller-General of Prison, Nigerian Prisons Service, Headquarters, Abuja
4. Mr. Augustine Jinge	Assistant Controller-General, Zone H Headquarters, Makurdi
5. Mr. Agada David S.	Deputy Controller of Prison and In-charge, Makurdi Prison
6. Mrs. Mary Oche	Deputy Controller of Prison/Desk Officer, Zone B
7. Mr. Orbem Chagbe	Assistant Controller of Prison, Operations Zonal Headquarters, Makurdi
8. Mrs. Patience Adikeh	Chief Superintendant of Prisons Matron, Prisons Hospital Makurdi.
9. Mr. Ukujede O. Felix	Assistant Superintendent of Prison Operations/Desk Officer

3.0 Terms of Reference

Nigerian Prisons Service was selected for SERVICOM Compliance Evaluation following a Presidential directive that all Government Ministries, Departments and Agencies (MDAs) be evaluated for SERVICOM Compliance.

The Mandate of SERVICOM Compliance Evaluation team is to identify those areas or actions that can bring immediate or urgent improvement in services to citizens.

4.0 Methodology

Nigerian Prison Service (NPS) is the third arm of Criminal Justice system in Nigerian. Makurdi Medium Prison which is part of the NPS is located in Makurdi, Benue State, North Central Nigerian. It has a capacity for Eight Hundred and Ten inmates although Four Hundred and Eighty inmates were on ground as at the time of this evaluation. It provides correctional services based on NPS 3Rs mandate i.e. Rehabilitation, Reformation and Reintegration. Part of the approaches to accomplish these is to train inmates on vocational skills. Other responsibilities as specified in their Law include:

1. Take into lawful custody all those certified to be so kept by courts of competent jurisdiction;
2. Produce suspects in courts as and when due;
3. Identify the causes of their anti-social dispositions;
4. Set in motion mechanisms for their treatment and training for eventual reintegration into society as normal law abiding citizens on discharge; and
5. Administer Prisons Farms and Industries for this purpose and in the process generate revenue for the government.

The Nigerian Prisons Service provides services to its customers through several key Directorates (service frontlines) namely

- Operations
- Administration and supply
- Health and Social Welfare
- Finance and Account
- Inmates Training and Productivity
- Works and Logistics

The service windows in Nigerian Prison vary significantly. To get a good representation we considered that we should inspect service windows that:

- Have high or low volume of customers
- Provide full or limited range of essential service

Therefore, the following service windows were selected for evaluation:

- Operations
- Health and Social Welfare
- Inmates Training and Productivity

The SERVICOM team for this evaluation consisted of two SERVICOM Officers, the representative of Nodal Officer and MSU staff of NPS, Makurdi as observers.

Evidence was gathered at the above service windows through customer interviews, discussions with staff, discussions with partners, review of key documents and general

observations.

Given the peculiar nature of the services provided by NPS, it was also important to evaluate further evidence by administering questionnaires, and conducting interviews with its partners – Legal Aid Council, Makurdi and the Director of Public Prosecution (DPP) in the Benue State Ministry of Justice. The websites of SERVICOM office www.serveNigerian.com and NPS Office www.prisons.gov.ng were also used for research.

The key documents reviewed include:

- Service Charter of Nigerian Prisons Service(NPS)
- Organogram of the Nigerian Prisons Service
- Standing Order document
- Prison Act Cap 366 Document
- Record of Staff Training
- Annual Reports (2007 – 2009)
- The Reformer Magazine
- Visitors Feedback Book
- Convicts Register
- APER
- Daily state for head count, etc.

5.0 Findings

The findings presented in this section comprise of an Index score, observations on the Service Charter and on the quality of service delivery found at the NPS, Makurdi Medium Prison.

5.1 Charter Evaluation

The evaluated score for the Service Charter of the Nigerian Prisons Service is **Unsuitable**

5.1.1 Findings on Service Charter

The following observations have been made on the Service Charter of the Nigerian Prisons Service:

- There is no Introduction or Background information of the Nigerian Prison Service in the Charter
- Standard of service provision and delivery is not included in the Charter
- The description of the Mechanism used for monitoring and publishing performance against the service standards outlined in the Charter is not explicit
- There are no details of consultation with customers in the Charter
- Details of complaint desk officer and types of redress available e.g. apology, compensation, repeated service are not stated in the Charter
- Details of services provided for people with special needs by the organisation is not included in the Charter
- Customer and Management obligations are not explicit in the Charter
- There is no detail in the Charter on who the stakeholders of the organization are and how often they meet.
- The Charter does not state date of next review
- The contents of the Charter are not properly arranged in accordance with SERVICOM approved guidelines

5.1.2 Recommendations for improving Service Charter

Based on the findings, the following recommendations are provided to assist the Nigerian Prison Service (NPS) to come up with a more realistic and customer-focused Integrated Service Charter:

- The Charter should have an Introduction which would let customers have prior knowledge of what kind of Services the Nigerian Prisons Services offer, the purpose of the Charter is, and who their customers are
- The Charter should clearly state standards of services provided and should clearly describe the level of services customers should expect
- The mechanism to be used for systematic monitoring of performance against standards should be more detailed; this will enable the NPS to assess its performance and identify areas of improvements as well as generate baseline data for benchmarking purposes
- There should be Consultation with customers of Nigerian Prison Service so that they can contribute on ways to improve the services of the Organization. For

example comment card could be used to survey opinions of all visitors to the Prisons.

- Details of the Complaints desk officer and types of redress should be stated in the Charter for Customers to know
- The Charter should state Services provided for Customers with special needs by the Management of the Organization such as the physically disabled, elderly people, and pregnant women which will enable them access services much easier
- Details of how Stakeholders' of the organization contribute to efficient delivery of services should be stated in the Charter e.g. after every two years as the need arises
- Date of next review should be stated in the Charter. The Charter should be reviewed so that customers can be aware of changes in the Nigerian Prison Service

The contents of the Charter should be properly arranged with specific details in the following order:

- ◆ Introduction/Background
- ◆ Vision
- ◆ Mission
- ◆ Services Rendered
- ◆ List of customers (inter, intra and public)
- ◆ Performance target
- ◆ Obligations of customers, Staff, Management, etc
- ◆ Complaints/Grievance Redress Mechanism
- ◆ Stakeholders participation in service provision
- ◆ Special needs provision
- ◆ Existing limitations
- ◆ Charter Review

5.2 Index score

The table below summarises the result of the evaluation of the NPS, Makurdi Prison for compliance against the SERVICOM Index.

The overall Index score for the NPS, Makurdi Prison is **1.1 out of 4 (27.5%)**

Description: Poor

	Score for the NPS, Makurdi Medium Prison
Overall Index score	1.1
Service Delivery	1.2
1 - Standards & practices / performance	1.1
2 - Reception experience	1.7
3 - Complaints & grievance redress	0.7
Timeliness	0.8
1–Standards & practice/performance	0.5
2 – Customer friendliness	1.2
Information	0.9
1 – Information	1.1
2 - Customer feedback	0.8
Professionalism	1.2
1 – Transparency	0.7
2 – Efficiency	1.6
Staff Attitude	1.6

** Scores are rounded to one (1) decimal place*

5.3 Key findings

The following observations have been made on the quality of service delivery provided by Nigerian Prison Service, Makurdi Prison which we feel need to be addressed as a matter of urgency.

5.3.1 Service Delivery

- The standards set for all main services provided by Nigerian Prison Service Makurdi are not reviewed regularly e.g. the standing order that spells out such standards was published in 1961 and does not reflect international best practice
- The waiting area of Nigerian prison Service Makurdi had worn-out Chairs, no water Dispenser and Television set for customers' convenience. This does not give the customer a good reception experience while waiting to receive service
- The Complaint procedure does not have detailed framework which guarantees a systematic and well articulated investigation of complaints. For example the details of the Focal/Complaint Desk Officers, where to go, what to expect and how to complain is not displayed for the benefit of inmates and visitors. This makes it difficult for those who are aggrieved to lodge their complaints
- The nominated Complaints Desk Officers do not have sufficient authority to investigate and deal with customers' complaints. This results in delays in the resolution of customers' complaints at service points.
- Inmates on awaiting trial at the Makurdi Prison are not given access to the skill acquisition center. This deprives the inmates from learning a trade as most of them spend more than five years in the cell before they are acquitted or convicted
- Inmates on awaiting trial complained of continuous delay in hearing of their cases at the law courts. This creates anxiety and lack of confidence in NPS.

5.3.2 Timeliness

- There is no system in place to monitor waiting times of inmates' relatives and others when they visit the prison. For example there is variation on the time spend by each visitor to the prison which shows lack equal treatment for all inmates.

5.3.3 Information

- The Nigerian Prison Service has not considered the information requirement of

those who do not speak or read English language e.g. no information in different local languages such as Hausa, Yoruba, Igbo and Tiv

- Inmates and visitors confirmed that consultations with staff, partners and stakeholders has not led to improvement of the services of NPS e. g. Legal Aid Council does not get update information on inmates to enable them know areas of assistance
- Information are not reviewed and updated on regular basis. For example the Prison Act (Cap 366) Law of the Federation was produced in 1990 and has not been reviewed till date
- The Costs of farm produce and other products from skills acquisition center are not displayed at all services outlets. This could lead to hidden cost.
- Customer satisfaction surveys are not planned and implemented to test and determine the satisfaction level of all customer groups and for improved service delivery

5.3.4 Professionalism

- Staffs of NPS, Makurdi Prisons are not given the needed support by the management from the National Headquarters as vehicles; overhead and other logistics for day to day running of the office are inadequate. This affects the quality of services provided to inmates and their relatives. E.g. inmates are not taken to law courts regularly due to logistics problems.
- Staff complained that they are not motivated as incentives and rewards for good performance are not given to staff who excel. This dampens staff morale and affects service delivery to customers
- A summary of complaints received over a period of time and details of actions taken as a result of complaints are not published and displayed for the benefit of inmates and their relatives
- NPS, Makurdi Prisons does not explain reasons for poor performance and details of action taken to remedy poor performance .This affects Citizens confidence and trust in the organisation
- Summary of budget, expenditure and reports of audit are not displayed in public domain. This shows that the organisation is not accountable to customers and the general public.

- There is no work plan for NPS Makurdi to show how services are designed to improve periodically. This makes it difficult for the management to effectively monitor the progress of services delivered.

5.3.5 Staff Attitude

- Customer Care Policy produced by Nigerian Prison service are not displayed at the Makurdi medium prison to guide both Staff treatment of inmates and relatives
- The Customer Relations Officer is not clearly identifiable to visitors e.g. contact details including, name, room and telephone number(s) are not displayed at service frontlines to ensure that they have someone to talk to when services fail.
- The Customer care/Complaints Desk Officer does not have sufficient authority to perform his/her function/role. This result in delays in the resolution of customer complaints when they are not satisfied with the services provided.

5.4 Additional Findings

5.4.1 Service delivery

- Most Officers and Men are not trained in complaints handling and management. This affects the level of their professionalism in the investigation and resolution of inmates' complaints at point of contact
- Complaints received over a period of time are not recorded and analysed by the management of NPS, Makurdi. This discourages the inmates and other service takers from lodging their complaints when they experience service failure as their complaints are not acted upon for improvement
- NPS, Makurdi does not have enough facilities and tools at the skill acquisition center. This affects the rehabilitation of inmates and their mental improvement
- Makurdi Prison does not publicise costs of farm produce and products from skills acquisition center. This shows lack of transparency in the sales of such products.

5.4.2 Professionalism

- Organisational charts are not displayed at all service points so that the hierarchy of the organisation is known to inmates to enable them know where to go for service or make complaint as the case may be

Recommendations

The following recommendations are provided in order to suggest actions that can be taken which could directly lead to improvements in service delivery. In this report, we are unable to comment on general constraints relating to physical or human resources, or structural and systemic issues, which may or may not lead to improvements in services.

6.1 Key Recommendations

6.1.1 Service Delivery

- The standards set for all main services provided by NPS Makurdi Prison should be reviewed regularly to bring such standards to current realities
- Adequate waiting area should be provided at Makurdi Prison so that customers and other visitors to the prison will have a good reception experience while waiting to receive service e.g. standard seats, water dispenser and a television set should be provided.
- The Complaints procedure of NPS, Makurdi Prison should be displayed at all service points of the service for the benefit of inmates and other service takers e.g. the Cap 366 which spells out the complaints procedure of Nigerian Prison Service should be made available to all inmates and other service takers. This will assist aggrieved inmates and other relatives to seek redress when their expectations are not met.
- NPS Makurdi Prisons should have a nominated Complaints Officer/Desk with sufficient power so that aggrieved inmates and other service takers could forward their complaints. This would encourage inmates to express their grievance when they are not served well at service points
- Inmates on awaiting trial at the Makurdi Prison should be given access to the skill acquisition centers so that they would also learn a trade as they await their conviction or acquittal. This will go a long way in alleviating the suffering they go through.
- The criminal justice system should be reformed such that cases of Inmates on awaiting trial would be completed on time as this will help decongest the prison and reduce anxiety.

6.1.2 Timeliness

- NPS, Makurdi Prison should put in place systems to monitor waiting times for initial and subsequent visits e.g. a system in place that would monitor how long it takes a relative to see an inmate

6.1.3 Information

- The information requirement of those with physical disabilities and those who do not speak or read English should be taken into consideration by NPS, Makurdi Prison. Provision of information in different local languages such as Hausa, Yoruba, Igbo, Tiv, pictorial display for illiterates and Braille for the blind. This will show that the organisation has considered the needs of its various customer groups and the immediate community
- Management of NPS, Makurdi prison should use results of consultations with inmates, staff, partners and stakeholders for improvement of services
- Information should be reviewed and updated regularly in line with changes within NPS and the current realities. The Prison Act (Cap 366) Law of the Federation was produced in 1990 and has not been reviewed to reflect international best practice
- The Costs of farm produce and other products from skills acquisition center should be clearly displayed at all services outlets. This will check incidence of hidden costs.
- Customer satisfaction surveys should be planned and results implemented for service improvement

6.1.4 Professionalism

- The management from prison headquarters, Abuja should provide working tools for staff to enable them perform their functions e.g. a well furnished office accommodation and facilities such as Computers etc should be provided for staff of the zonal headquarters
- A reward system should be put in place to encourage good performance. This would boost staff morale e.g. commendation letter, gifts etc should be given to staff who excel in their duties
- A summary of complaints received over a period of time and details of actions taken to resolve complaints should be published regularly. This would show that

NPS is not only interested in receiving complaints but also forward looking in providing solutions to customers' complaints

- NPS, Makurdi Prisons Should always give reasons for poor performance e.g. when awaiting trials are not taken to court as and when due because of lack of operational vehicles. This will show that the service is sensitive to the needs of its customers.
- Summary of budget, expenditure and reports of audit should be published and displayed in public domain. This would demonstrate that the organisation is transparent and accountable to its customers and the general public.
- Work plans should be produced for NPS, Makurdi to show how services are designed to improve periodically. This would also help management to effectively monitor the progress of services delivered

6.1.5 Staff Attitude

- Customer Care Policy should be produced and displayed at all service points. This would further guide staff on providing quality service and ensure that all inmates are treated equally
- The Customer Relations Officers should be clearly identifiable to visitors and stakeholders by indicating functions of staff on desks and office doors. This would ensure easy access and customer friendly environment
- The Customer care/Complaints Desk Officer should be given sufficient authority to perform his/her function/role. This will result in the quick resolution of customer complaints.

6.2 Additional Recommendations

6.2.1 Service delivery

- All frontline staff of Makurdi Prisons should be trained on complaints handling. This would ensure effective resolution of all cases of service failures in a friendly and professional manner
- Complaints received by NPS, Makurdi Prisons over a period of time should be recorded and analysed by the management. This will lead to service improvement
- The management Makurdi Prisons should provide adequate facilities and tools at the skill acquisition center for the rehabilitation of inmates and their mental

improvement

- Makurdi Prison should publicise produce from farm and skills acquisition centers. This will bring such products to the notice of customers and the public.

6.2.2 Professionalism

- NPS Organisational chart should be displayed at all service points so that the hierarchy of the Service is known at a glance and all inmates, relatives and partners would know where to go for service as the need arises

6.3 Service Improvement Planning

Although the question of how these recommendations might best be implemented is a Management issue for the Nigerian Prison Service, Makurdi Prison, the SERVICOM through the SERVICOM Institute will work with the Management of the NPS and the SERVICOM Unit to develop and guide the implementation of appropriate Service Improvement Plans.

6.4 Conclusion

The SERVICOM Index awarded to the NPS, Makurdi medium prisons is **1.1** out of **4** which represents **one star** (*) and indicates '**Poor**' service delivery. Although this is still far from praiseworthy, it is our belief that NPS, Makurdi medium prison could ensure continuous improvement on the quality of services delivered to its customers if the recommendations contained in this report are faithfully implemented.