

# **Award of the SERVICOM Index**

*The People's Right to Be Served Right*

Report of  
**SERVICOM Compliance Evaluation of  
Nigerian Prisons Service,  
Kuje, Abuja.**

**Federal Ministry of Interior**

September 20, 2011

# **EXECUTIVE SUMMARY**

**SUMMARY OF SERVICOM COMPLIANCE EVALUATION OF  
NIGERIAN PRISONS SERVICE,  
KUJE, ABUJA.**

**Date of Evaluation:** 20<sup>th</sup> September, 2011

**Score:** 1.3 out of 4; (32.5%)

**Ranking:** One Star (\*) Service

**Description:** Poor

**Findings**

**Strength:**

- There is existence of customer friendliness e.g. staff were observed to be polite and attentive to inmates
- There is general cleanliness of the environment at the prisons and its environs
- Standards are set for all main areas of Service Delivery
- The use of peer educators has generated a medium whereby consultation between inmates and warders takes place

**Weaknesses:**

- Kuje Prison lacks the ability to decongest its Prisons like other States of the Federation, who's Governors, have the powers to issue Prerogative of Mercy periodically to help decongest the prisons. The FCT is headed by a Minister and has no such power constitutionally
- The number of inmates who are awaiting trial is far more than the convicts, this has led to over congestion of the Kuje prison
- The number of Police men posted to the prison and the vehicles available are inadequate for the conveyance and escort of inmates to court as required. Three vans were observed to be available to service all the courts in the FCT as against all the 451 awaiting trial inmates
- The NPS does not review standards regularly in line with international practices e.g. the current Standing Order was produced in 1961 and has since being in use. A committee was set up this year to look into the review of the Standing Order

- The inmates in Kuje prison are being fed with a little less than Two hundred Naira per inmate per day. In line with growing inflationary trend and increasing cost of living, this amount is unrealistic if the basic dietary and nutritional needs of the inmates must be maintained
- NPS has not made any provision for inmates with Special needs especially those with physical challenges e.g. ramps were not seen around the Kuje prison
- The Complaint procedure stated in the Charter has no time limit for response to inmates and stakeholders complaints. This affects timely resolution of complaints
- There are no directional signs at Kuje prison to direct new inmates and visitors to the different service points. This makes access difficult
- NPS, Kuje has not considered the information requirement of the blind and those who do not speak or read English e.g. no information in different local languages (such as Hausa, Yoruba, Igbo), pictorial display for the illiterates and Braille for the blind
- Staff complained that they are not motivated, e.g. there are no incentives and rewards for good performance. This dampens staff morale and affects service delivery

### **Recommendations:**

- The FCT Minister should be empowered to issue prerogative of mercy to prisoners in the Kuje prison. This will help in prison decongestion and also help give amnesty to prisoners
- Inmates should be given fair and quick trials as those awaiting trial have neither been proven guilty nor innocent and delays in such judgement are not in tandem with the provisions of the law
- More Police men should be posted to NPS, Kuje to increase the number of escorts to and fro the courts thereby providing adequate security and the number of vehicles should be increased to help in efficient movement of prisoners to the courts and back
- The NPS should review standards regularly in line with international practices as this will help keep the prison environment and standards up to date with

international standards

- The inmates in Kuje prison should be fed with realistic amounts that can cater for their basic nutritional needs. This will help keep inmates healthy
- NPS should make provisions for customers with Special needs especially those with physical challenges. E.g. ramps should be provided for easy movement of persons in wheelchairs etc
- Complaints procedure stated in the Charter should include time limits for response. This would ensure that inmates complaints are attended to promptly within the stipulated timeframe
- Clear directional signs to direct inmates to different service points should be put in place at the Kuje prisons. This would make access to service easy for inmates and visitors alike
- The information requirement of those with physical disabilities and those who do not speak or read English should be taken into consideration by NPS, Kuje e.g. provision of information in different local languages such as Hausa, Yoruba, Igbo; pictorial display for illiterates and Braille for the blind
- A reward system should be put in place to encourage good performance. This would boost staff morale e.g. staff with outstanding performance be awarded at the end of the year

## **Conclusion**

The SERVICOM Index awarded to NPS Kuje, Abuja is **1.3** out of **4 (32.5%)** which represents **one star (\*)** and indicates **'Poor'** service delivery. Although this is far from praiseworthy, it is our belief that the NPS 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 Prison Service (NPS) Kuje. 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 NPS Kuje, 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 Kuje 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 of Interior
2. Mr. O. A. Ogundipe (mni)	Controller General Prisons
3. Mr. Lucas Dapak	Controller, FCT Command
4. Mohammed Ibrahim Hussaini	Deputy Controller General of Prisons
5. Mohammed Aliyu Bukar	Assistant Controller General of Prisons
6. Mr. Tiri I. E.	Focal Officer, SERVICOM NPS H/qtrs

### **3.0 Terms of Reference**

NPS 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**

Nigeria Prison Service (NPS) is the third arm of Criminal Justice system in Nigeria. Kuje Prison which is part of the NPS is located in Kuje Area Council, Abuja, North Central Nigeria. It has a capacity for Five hundred and sixty thousand although Five hundred and eighty two thousand 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 approach 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 Nigeria 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 Nigeria 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 five SERVICOM Officers, the Focal Officer and a PSU staff of NPS, Kuje 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, Abuja and the Director of Public Prosecution

(DPP) in the FCT. The websites of SERVICOM office [www.servenigeria.com](http://www.servenigeria.com) and NPS Office [www.prisons.gov.ng](http://www.prisons.gov.ng) were also used for research.

The key documents reviewed include:

- Service Charter of Nigeria Prisons Service(NPS)
- Organogram of the Nigeria 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 Kuje, Abuja.

### **5.1 Charter Evaluation**

The evaluated score for the Charter of NPS is **Unsuitable**

#### **5.1.1 Findings on Service Charter**

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

- **Introduction**

- There is no Introduction or Background information of the Nigerian Prison Service in the Charter

- **Service Provision and Delivery**
  - Standards 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 e.g. eighty percent of inmates awaiting must be discharged within a year
  - There are no details of consultation with customers in the Charter
  
- **Grievance Redress Mechanism**
  - Details of complaints desk officer and types of redress available e.g. apology, compensation, repeated service are not stated in the Charter
  
- **Special Needs**
  - Details of services provided for people with special needs by the organisation is not included in the Charter
  
- **Obligations**
  - Customer and Management obligations are not explicit in the Charter
  
- **Stakeholders' Participation**
  - There is no detail in the Charter on who the stakeholders of the organization are and how often they meet.
  
- **Charter Review**
  - The Charter does not state date of next review since the challenges and mandates of an organisation vary from time to time as such Charter must be reviewed accordingly

- **Arrangement of Charter Content**

- The contents of the Charter are not properly arranged in accordance with SERVICOM approved guidelines

## **2. Recommendations**

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

- **Introduction/Background**

- The Charter should have an Introduction which would let customers have prior knowledge of Services the Nigerian Prisons Services provides, the purpose of the Charter is, and who their customers are

- **Service Provision and Delivery**

- 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 regularly 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 obtain feedback of all visitors to the Prisons.

- **Grievance Redress Mechanism**

- Details of the Complaints desk officer and types of redress should be stated in the Charter for Customers benefit.

- **Special Needs**

- 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
- **Stakeholders' Participation**
  - Details of how Stakeholders' participation contribute to efficient delivery of services should be stated in the Charter e.g. regularity of meetings after every two years as the need arises
- **Charter Review**
  - 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
- **Arrangement of Charter Contents**
  - 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, Kuje for compliance against the SERVICOM Index.

The overall Index score for the NPS Kuje, is **1.3 out of 4 (32.5%) (Poor)**

	Score for the NPS, Kuje
<b>Overall Index score</b>	<b>1.3</b>
<b>Service Delivery</b>	<b>1.2</b>
1 - Standards & practices / performance	1.1
2 - Reception experience	1.6
3 - Complaints & grievance redress	1.0
<b>Timeliness</b>	<b>1.6</b>
1–Standards & practice/performance	1.2
2 – Customer friendliness	2.0
<b>Information</b>	<b>1.3</b>
1 – Information	1.0
2 - Customer feedback	1.6
<b>Professionalism</b>	<b>1.0</b>
1 – Transparency	0.7
2 – Efficiency	1.4
<b>Staff Attitude</b>	<b>1.5</b>

*\* 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, Kuje, which we feel need to be addressed as a matter of urgency.

### **5.3.1 Service Delivery**

- Consideration has not been given to meeting the access needs of the physically challenged, hence all categories of customer groups are not being catered for
- NPS does not recognise poor performance and take remedial actions to forestall reoccurrence
- Record of complaints that include timely resolution and regular analysis are not kept, as a result trends leading to service failure will may not be identified and further occurrence forestalled
- The NPS does not review standards regularly in line with international practices e.g. the current Standing Order was produced 1961 and has since been in use.
- There are no systems in place to monitor performance against set standards e.g. there are no known time limit for visitor's stay with inmates
- There are no directional signs at NPS Kuje, to direct inmates and visitors to the different service points. This makes access difficult to all service points

### **5.3.2 Timeliness**

- Inmates confirmed that there is no system in place to monitor waiting times e.g. at the clinics, inmates are attended to on a first come first serve basis and this commences from the opening time of the clinic

### **5.3.3 Information**

- The scheme has not considered the information requirement of the blind and those who do not speak or read English e.g. information in different local languages such as Hausa, Yoruba, Igbo, pictorial display for illiterates and Braille for the blind
- Information in NPS is not adapted accordingly. As a result, most inmates are not aware of their basic rights as inmate e.g. new inmates to the prison are not supposed to be kept at the outer cell for more than twenty four hours before being moved into the inner cell to serve their term
- Information are not reviewed and updated on regular basis. For example the Standing order was produced in 1961 and is still in use

- Customer satisfaction surveys are not carried out to test the level of satisfaction of the inmates and visitors with the level of services the NPS is rendering

#### **5.3.4 Professionalism**

- Staff complained that they are not motivated, e.g. there are no incentives and rewards for good performance. This dampens staff morale and affects efficient service delivery and provision
- 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 other customers
- There is no existing business improvement plan, to show that continuous service improvement is the focal point of NPS Kuje. Staff particularly complained that everything is supplied by the headquarters whether needed or not
- Clear performance targets are not set for individuals(staff) in order to monitor individual performance against set standards and targets in the overall achievement of the goals of NPS
- The centralization policy from the headquarters causes delay of needed service delivery at State Commands e.g. the use of Police escorts to the court

#### **5.3.5 Staff Attitude**

- Consideration is not given to the actual needs of inmates beyond the conveniences of staff e.g. in a case where there is a fire outbreak staff will consider saving themselves before the inmates
- Suitable facilities for privacy are not available for visitors of the inmates consequently their basic human rights are not being maintained e.g. at the Kuje there are spaces for just two visitors at the same time but they are not separated by any screen.

### **5.4 Additional Findings**

#### **5.4.1. Professionalism**

- Organisational charts are not displayed at all service points so that the hierarchy of the organisation is known to inmates and visitors



## **6.0 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**

- Consideration should be given to meet the access needs of the physically challenged as this would ensure that services are provided to all customer groups
- NPS should recognise poor performance and take remedial actions to forestall reoccurrence of service failures. This will reassure inmates and visitors that the organisation considers the needs of its customers and is poised to improve on its services
- Record of complaints including timely resolution and regular analysis should be kept. This will check reoccurrences do not occur and demonstrate that the organisation is open to customer's complaint and resolves them
- Standards should be reviewed regularly in line with best practice as this will make NPS comparable with international prison standards
- There should be systems in place to monitor performance against all standards. This would ensure that set standards are adhered to in rendering services in order to have effectiveness in service delivery
- Clear directional signs to direct inmates and visitors to different service points should be put in place. This would make access to service easy for inmates and visitors alike

#### **6.1.2 Timeliness**

- A system should be put in place to monitor waiting times especially at the

clinics. A triage system could be used in attending to inmates at the clinic, that way they will be attended to on the basis of severity of their ailments

### **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 e.g. provision of information in different local languages such as Hausa, Yoruba, Igbo, pictorial display for illiterates and Braille for the blind
- NPS Kuje should adapt its information provision standards for all major activities as published in the Charter. For example, rights of inmates should be made known to Warders and inmates
- Information should be reviewed and updated regularly in line with changes within the scheme and as obtains within the international circles e.g. Standing order which has not been reviewed since 1961 should be reviewed and updated appropriately
- Customer satisfaction surveys should be carried out regularly to test for the level of satisfaction of inmates and visitors with the services being rendered by NPS Kuje

### **6.1.4 Professionalism**

- 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 the scheme is not only interested in receiving complaints but also redresses such complaints
- NPS Kuje, should independently be allowed to develop their own Business Plan based on their specific needs and execute it, not as speculated by the Head quarter. As this will show that continuous service improvement is the focus of NPS Kuje.
- Clear performance targets should be set for individuals(staff) in order to monitor individual performance against set standards and targets in the overall

achievement of the goals of NPS Kuje

- The policies concerning direct service delivery at Kuje and State prisons should be decentralization from the headquarters because of delay of needed service delivery

#### **6.1.5 Staff Attitude**

- Consideration should be given to the actual needs of inmates beyond the conveniences of staff. This will show that NPS Kuje goes the extra mile to ensure customers' satisfaction at all times.
- Suitable facilities for privacy should be made available for visitors of inmates during visitation as this will only maintain their basic human dignity and rights

### **6.2 Additional Recommendations**

#### **6.2.2 Professionalism**

- Organisational charts should be displayed at all service points so that the hierarchy of the Scheme is known at a glance and all inmates and visitors 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 Prisons Service, Kuje the SERVICOM Office 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 Nigerian Prison Service, Kuje, is **1.3** 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 Kuje, could ensure continuous improvement on the quality of services delivered to its customers if the recommendations contained in this report are faithfully implemented.

**ACKNOWLEDGEMENT**

I hereby acknowledge the receipt of a copy of SERVICOM Compliance Evaluation Report of the Nigerian Prisons Service (NPS) Kuje conducted on the 20<sup>th</sup> September, 2011.

Name.....  
Signature.....  
Date.....

Witnessed by SERVICOM Office on this day.....

Name.....  
Signature.....  
Date.....