

The People's Right to Be Served Right

Award of the SERVICOM Index

Report of

**SERVICOM Compliance Evaluation of
Nigerian Prisons Service, Lagos Command
(Kirikiri Maximum Security Prisons)**

Federal Ministry of Interior

September 12, 2011

EXECUTIVE SUMMARY

SUMMARY OF SERVICOM COMPLIANCE EVALUATION
NIGERIAN PRISON SERVICE, LAGOS ZONAL COMMAND
(KIRIKIRI MAXIMUM)

Date of Evaluation: September 12, 2011

Score: 1.2 out of 4 (30%)

Ranking: One Star (*) Service

Description: Poor

Findings

Strengths:

- The Presence of a National Open University study centre and provision of a Centre for GCE within the Maximum Security Prisons shows that the Lagos state Command of the Nigerian Prisons Service takes into consideration the needs of its Inmates
- The regular visits of Psychiatric Doctors to Prisons and separate cells for the physically and mentally challenged inmates shows that those with special needs are catered for
- Staff are attentive, friendly and are seen to provide prompt services to the Inmates
- The Vicinity of the Kirikiri Maximum Prison is well kept

Weaknesses:

- The Penal system does not make room for speedy trial as a result awaiting trial inmates are jailed beyond the three months waiting period as such there is over crowdedness in Prisons, Lagos Command
- The bureaucratic bottle neck in the implementation of policies of the Nigerian Prison Service (NPS) has slowed down the process of effective service delivery in the Lagos State Command
- There is no system in place to monitor waiting time for external customers to receive service, as a result customers may experience delays at service points
- There is no system in place to monitor waiting time for subsequent visits to courts as such inmates experience delay in the judicial process

- Information requirements for customers with special needs is not available (e.g. provision of information in Braille for the blind and pictorial display for those who cannot speak English)
- Customer satisfaction surveys are not carried out to test and determine the quality of services delivered to inmates
- Records of complaints received from customers over a certain period of time are not analysed and published for customers to know that their complaints are acted upon
- The Kirikiri Maximum Security Prisons has not put in place business and improvement plans to help guide the Service on its service delivery process

Recommendations:

- The NPS should liaise with the Federal Ministry of Justice towards upholding the stipulated three months waiting period of Awaiting Trial Inmates This will aid quick dispensation of Justice and decongest the Prisons
- The NPS should decentralize its administrative process in order to remove bureaucratic bottle necks in the implementation of its policies at the Lagos State Command for effective service delivery
- A system should be put in place to monitor waiting time for external customers, e.g. family members of inmates in the Kirikiri Maximum Security Prisons (if standard waiting time is five minutes then all customers should maintain the waiting time and an assigned officer should monitor the process to avoid favouring some customers above others)
- The Management of the Kirikiri Maximum Security Prisons should explain reasons for delays to Inmates to rid them of any anxiety that may occur due to such delays
- Provision should be made for the information requirements of customers with special needs e.g. provision of pictorial information for inmates who can not read English language and Braille for the blind
- The Prisons should conduct Customer Satisfaction Surveys to test and determine the quality of services delivered to its numerous customers. This would enable the Prisons measure its level of service delivery and aim at improving its services

- Complaints from customers should be recorded, analysed and published, for customers to know that their complaints are acted upon and this will build on the service
- The Kirikiri Maximum Security Prisons should put in place business improvement plans to help guide the Service on its service delivery process. This will help the achievement of set targets

Conclusion

The SERVICOM Index Score awarded to the Nigerian Prison Service, Lagos Zonal Command, Kirikiri Maximum is **1.2 out of 4 (30.%)** which represents **One star (*)** and indicates '**Poor**' service delivery. Although this is still far from praiseworthy, it is our belief that the Kirikiri Maximum Prison would aim at continuous improvement on the quality of service delivered to the citizens

MAIN REPORT

Introduction

This is a report on the findings of a SERVICOM Compliance Evaluation of Nigerian Prisons service, Kirikiri Maximum security prisons, Lagos. 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.

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 windows of the Kirikiri Maximum Security Prisons, Nigerian Prisons service, Lagos Zonal Command has been evaluated for each of these drivers through customer interviews, discussions with staff, discussions with partners, review of key documents and observations. The Index score for Kirikiri Maximum has been calculated as a weighted average of 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 Acknowledgement

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 Interior |
| 2. Mr. S.B. Ozigis | Permanent Secretary, Federal Ministry of Interior |
| 3. Mr. O.A Ogundipe, OFR, Mni | Controller - General of Prisons |
| 4. Mr. O.A Oguntuwase | Controller of Prisons, Lagos State Command |
| 5. Mrs. Maurice Mazi | DCP, Lagos Command |
| 6. Dr. Dorah Osobrukmeta | DCP, Head of Welfare, Lagos Command |
| 7. Mr. Noel Ailewon | DCP, Kirikiri Maximum Security Prisons |
| 8. Mr. I.C Tiri | Nodal Officer, Nigerian Prisons Service(DCP) |
| 9. Mr. Owolabi | ACP, Nigerian Prisons Service |
| 10. Mr. Patrick Chukwuemeka | ACP, Kirikiri Maximum Security Prisons |
| 11. Mrs. Dabiri | Federal Ministry of Interior, SERVICOM |

3.0 Terms of Reference

The Kirikiri Maximum Security Prisons was selected for evaluation following a Presidential directive that all Government, Ministries, Departments and Agencies 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. Kirikiri Maximum Security Prison which is part of the NPS is located in Apapa town Lagos State, South –West of Nigeria. It has a capacity for One Thousand and Fifty-Six Inmates although One Thousand Six Hundred and Thirty-Seven inmates were on

ground as at the time of this Evaluation. It provides correctional services based on NPS 3Rs mandate ie. Rehabilitation, Reformation and Reintegration. Part of the approaches to accomplish these is to trained 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 two SERVICOM Officers, one Operations Prison staff and a staff of the Federal Ministry of Interior as observers.

Evidence was gathered at the above service windows through inmates interviews, discussions with staff, discussions with partners, discussions with visitors to the Prison, review of key documents and general observations.

Given the particular nature of the services provided by the Nigeria Prison Service (Kirikiri Maximum Security Prison), Apapa town Lagos State, it was also important to evaluate further evidence by reviewing the following documents:

- Standing Order of the Nigeria Prison service
- Law of Federation of Nigeria Cap 366 of 1990
- *Transformation Digest*
- *The Reformer*
- Service Charter
- NPS website www.prisons.gov.ng
- www.Servenigeria.com

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 Nigeria Prisons Service, Kirikiri Maximum Security Prisons.

5.1 Charter Evaluation

The report for the Service Charter of the Nigeria Prisons Service is **Unsuitable**

5.1.1 Findings on Service Charter

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

5.1 Charter Evaluation

The report for the Service Charter of the Nigeria Prisons Service is **Unsuitable**

5.1.1 Findings on Service Charter

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

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

- **Service Provision and Delivery**
 - 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

- **Grievance Redress Mechanism**
 - Details of complaint 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

- **Arrangement of Charter Content**

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

5.1.2 Recommendations for improving Service Charter of Nigeria Prisons

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 what kind of Services the Nigerian Prisons Services offer, 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 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

- **Grievance Redress Mechanism**

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

- **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' 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

- **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 service window. Based on these, we have calculated a score for The Kirikiri Maximum Security Prisons

The overall Index score for the Kirikiri Maximum Security Prisons is **1.2 out of 4 (30%)** Description Poor

	Score for the Kirikiri Maximum Security Prisons
Overall Index score	1.2
Service Delivery	1.2
1 - Standards & practices / performance	1.1
2 - Reception experience	1.7
3 - Complaints & grievance redress	0.8
Timeliness	1.3
1–Standards & practice/performance	1.5
2 – Customer friendliness	1.0
Information	0.8
1 – Information	0.9
2 - Customer feedback	0.7
Professionalism	1.1
1 – Transparency	0.6
2 – Efficiency	1.7
Staff Attitude	1.7

* 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 the Kirikiri Maximum Security Prisons of the Nigerian Prisons Service, Lagos Command which we feel need to be addressed as a matter of urgency

5.3.1 Service Delivery

- The Penal system does not make room for speedy trial as a result awaiting trial inmates are jailed beyond the stipulated three months waiting period as such there is over crowdedness in Prisons, Lagos Command
- The bureaucratic bottle neck in the implementation of policies of the Nigerian Prison Service (NPS) has slowed down the process of effective service delivery in the Lagos State Command
- Standards in the Nigeria Prisons Service are not reviewed regularly in line with global trend, i.e the NPS is still using guideline of 1961 as contained in the Standing Order and CAP 366 of 1990
- Record of complaints with details of timely resolution and regular analysis by management does not exist, this implies that management does not encourage feed back from the public
- The waiting area in the Kirikiri Maximum Security Prisons is not adequate, this gives the customers poor reception experience while waiting to receive service

5.3.2 Timeliness

- There is no system in place to monitor waiting time for external customers to receive service, as a result customers may experience delays at service points
- There is no system in place to monitor waiting time for subsequent visits to courts as such inmates experience delay in the judicial process

5.3.3 Information

- Information on service provision of the NPS is not widely available to customers, as such customers are deprived of information on how to asses available services in the Kirikiri Maximum Security Prisons
- Information requirements for customers with special needs is not available (e. g. provision of information in Braille for the blind and pictorial display for those who cannot speak English)

- Costs of services are not clearly detailed at service points for the information benefit of the customers. This could give room for sharp practices and hidden cost (e.g. charges for laundry services, sales of products from the workshop and farm produce)
- Customer satisfaction surveys are not carried out to test and determine the quality of services delivered to inmates
- There is no systematic consultation with the inmates or their relatives to find out their views on services provided therefore service improvement will not be tailored towards customer satisfaction,
- There is no nominated officer to collect and collate feed back from customers, staff and partners, e.g. the chief warder does not collate, analyse and publish complaints and feed back. This may discourage further comments and observations

5.3.4 Professionalism

- Desks of Officers are not clearly marked to indicate their names and designation for easy identification by customers
- The Kirikiri Maximum Security Prisons did not display details such as name, telephone number, and office number etc of persons in charge of customer service and complaints, thereby making it difficult for customers to lodge their complaint in case of service failure
- Records of complaints received from customers over a certain period of time are not analysed and published for customers to know that their complaints are acted upon
- The Kirikiri Maximum Security Prisons has not put in place business and improvement plans to help guide the Service on its service delivery process
- Appointment procedures are not clearly detailed at all service outlets to guide customers on how to access service

5.3.5 Staff Attitude

- The Customer Care Policy of the Nigerian Prison Service is not published and displayed at the Kirikiri Maximum Security Prisons for the benefit of staff and customers to guide staff on the treatment of customers

5.4 Additional Findings

5.4.1 Service Delivery

- Records and documents in the Lagos Zonal Command are not computerised and this could delay the process of documentation
- The Offices of the Lagos command were dilapidated and unkempt, thus not suitable for adequate staff working condition
- The working tools at the Command Head Quarters and the Prison yard are obsolete e.g type writers, benches and shelves, this will slow down the process of service delivery
- Training workshop for the inmates within the prison is not equipped to meet the mandate of the Nigeria prisons Service for Reformation, Rehabilitation and Re-integration of inmates, as such the inmates might come out worst than they went in

5.4.2 Information

- Details of actions taken to remedy poor performance are not published for customers to know the possible outcomes and in turn develop confidence in the service delivery system

5.4.3 Professionalism

- Staff welfare is not adequate, this could lower morale and negatively affect staff performance
- Summary of budget, expenditure and audit reports are not published for the benefit of customers for accountability and the delivery of transparent service
- The Kirikiri Maximum Prison does not recognise Outstanding Performing Staff, this could discourage continuity of such performance

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 impinge on effective service delivery of services to the public

6.1 Key Recommendations

6.1.1 Service Delivery

- The NPS should liaise with the Federal Ministry of Justice towards upholding the stipulated three months waiting period of Awaiting Trial Inmates This will aid quick dispensation of Justice and decongest the Prisons
- The NPS should decentralize its administrative process in order to remove bureaucratic bottle necks in the implementation of its policies at the Lagos State Command for effective service delivery
- Standards in the Nigeria Prisons Service should be reviewed regularly to reflect current information in line with global trend
- Record of complaints with details of timely resolution should be compiled, analyzed by management and published to build customers confidence in the Service
- The waiting area in the Kirikiri Maximum Security Prisons should be made adequate for a better reception experience of its customers e.g. provision of comfortable seats, water dispensers, Television set, etc

6.1.2 Timeliness

- A system should be put in place to monitor waiting time for external customers, e.g. family members of inmates in the Kirikiri Maximum Security Prisons (if standard waiting time is five minutes then all customers should maintain the waiting time and an assigned officer should monitor the process to avoid favouring some customers above others)
- The Management of the Kirikiri Maximum Security Prisons should put in place a system to monitor waiting time for subsequent visits to courts which will also enable them explain delays to Inmates to rid them of any anxiety that may occur due to such delays

6.1.3 Information

- The Kirikiri Maximum Security Prisons should make available information on services provided to inmates and potential customers as stated in the Service Charter for expected service experience
- Information should be provided for customers with special needs such as translation of information into Braille for the blind, pictorial display for those who cannot speak and read English and for the deaf and dumb
- Costs of services, such as charges for laundry services, sales of products from the workshop and farm produce should be clearly displayed at all service points for transparency.
- Customer satisfaction surveys should be carried out regularly to test how customers perceive the service delivery process of the Nigerian Prisons Service for the purpose of service improvement
- There should be systematic consultation with the customers to find out their views on services provided and make them feel a part of the system
- A nominated officer e.g. the chief warden should collect, collate, analyse and publish complaints and feed back from customers, staff and partners to encourage further comments and observations for the purpose of service improvement

6.1.4 Professionalism

- Offices and desks of all Officers should be clearly marked to indicate their names and designation for easy identification by customers
- Details such as name, telephone number and room number of Desk Officers in charge of customer service and complaints should be displayed at all service points to enable customers lodge their complaints as the need arises
- Complaints from customers should be recorded, analysed and published, for customers to know that their complaints are acted upon and this will build on the service
- The Kirikiri Maximum Security Prisons should put in place business improvement plans to help guide the Service on its service delivery process. This will help the achievement of set targets

- Appointment procedures should be clearly detailed at all service outlets to guide customers on how to access service

6.1.5 Staff Attitude

- There should be an abridged form of Customer Care Policy of the Nigerian Prison Service published and displayed at all service points of the Kirikiri Maximum Security Prisons for the benefit of staff and customers to guide staff on the treatment of customers

6.2 Additional Recommendations

6.2.1 Service Delivery

- Records and documents in the Lagos Zonal Command should be computerised for better documentation of information, preservation and dissemination
- The Offices at the Lagos command should be renovated to suit better working conditions for the benefit of staff
- Modern working equipment should be provided at the Lagos Command Head Quarters and the Prison yard as this will improve staff out put and over all out put of the organisation
- Training workshop for the inmates within the prison should be equipped to further strengthen the Nigeria prisons mandate of Reformation, Rehabilitation and Re-integration of inmates

6.2.2 Information

- Details of actions taken to remedy poor performance should be published for customers to know the possible outcomes and in turn develop confidence in the service delivery system of the Nigeria Prisons Service

6.2.3 Professionalism

- Staff welfare should be better improved to enhance performance

- Summary of budget, expenditure and audit reports should be published and displayed for the benefit of customers for accountability and the delivery of transparent service
- Performing Staff should be motivated to continue to put in their best. This could be done by way of commendation or reward. Staff could also be motivated in terms of welfare packages in order to get their optimal input in service delivery in the Nigerian Prisons Service

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, the SERVICOM Office through the SERVICOM Institute will work with the Management of Nigerian Prison Service and its SERVICOM Unit to develop and guide the implementation of appropriate Service Improvement Plans.

6.4 Conclusion

The SERVICOM Index Score awarded to the Nigerian Prison Service, Lagos Zonal Command, Kirikiri Maximum is **1.2 out of 4 (30%)** which represents **One star (*)** and indicates '**Poor** service delivery. Although this is still far from praiseworthy, it is our belief that the Kirikiri Maximum Prison would aim at continuous improvement on the quality of service delivered to the citizens