

The People's Right to Be Served Right

Award of the SERVICOM Index

**Report of
SERVICOM Compliance Evaluation of
Nigerian Prisons Service
Okoko, Benin City, Edo State**

Ministry Interior

September 20th 2011

EXECUTIVE SUMMARY

SUMMARY OF SERVICOM COMPLIANCE EVALUATION
OKO PRISON

Date of Evaluation: September 20th 2011
Score: 1.2 out of 4 (30%)

Ranking: 1 (*) Service

Description: Poor

Findings

Strengths:

- The Nigerian Prisons Service has set standards for main areas of its operation and it takes care of national and statutory requirements
- Oko Prison yard is generally clean and effort are regularly put in to keep the area spotless
- There are knowledgeable and committed staff who have been professionally trained to fit their respective correctional roles
- Staff and customers confirmed that Oko Prison authority takes quick action to remedy poor performance. For instance, escape of an inmate because poor fencing as engendered prompt action to raise the Prison fencing for effective security
- Most inmates and visitors commended the level of customers friendliness and understanding between inmates and staff

Weaknesses:

- It was observed that waiting areas was inadequate as inmates fresh from Courts were seen sitting on bare floor
- There is no visitors' room, convenience and refreshments are not provided for visitors to the Prison. Visitors were seen sitting under trees in the open to conduct their visits
- Frontline staff confirmed that they are not trained to receive and handle complaints. There were no records of summarised and analysed complaints

seen. As a result of the command structure, staff are not empowered to deal with most complaints at point of contact. This affects the level of their professionalism in the resolution and investigation of all complaints

- Information concerning operations of the Prison has not been updated. In fact the main operating manual- ***the Standing Order***- first published in 1961, which contained its standards, has not been reviewed fifty years after. This renders much information out of date and unrealistic e.g information on feeding of inmates three times a day for N200.00 per inmate is certainly not dependable.
- Consideration has not been given to the most suitable way of obtaining feedback from customers, visitors for the purpose of measuring level of citizens' satisfaction with the services of Oko Prison
- Overall performance targets are not set for Oko Prison. Monitoring against set targets is non existence and this affects professionally measuring efficiency and determining the level of the organisation achievement for benchmarking. As a result, Oko prison cannot provide information as it affects performance
- Majority of the staff interviewed complained that there is no Management motivation and incentives to assist them perform their role skilfully. For example many staff have been on same rank for more than a decade. Facilities for work, chairs, tables, Office space are in limited supply.

Recommendations:

- Adequate waiting areas with chairs and refreshment facilities should be provided at the admission room and Welfare Offices so that fresh inmates from Courts should be comfortably seated. This will make them relax and attuned to the process of reformation. It does not conform to any human rights standards for adults to be made to sit on bare floor
- There should be a reception hall with chairs for the comfort of visitors o the inmates, rather than make them sit in the open. A visitor convenience and refreshments should be provided. In Oko Prison for instance, there was no decent toilet designated for visitors.
- Frontline staff should be trained to receive and handle complaints in line with current service delivery principles. Records of summarised and analysed

complaints should be maintained. This is germane to the correctional mandate of the Prison Service.

- Staff should be empowered to deal with complaints at point of contact which is not the case now as result of the command structure of the service. This situation affects the level of staff professionalism in the resolution and investigation of all complaints
- Information concerning the operations of the Prison should be reviewed and updated. This engenders confidence and reliability on published information. For example reviewing information on feeding of inmates which was based on 1961 publication at N200.00 per inmate per day would be inspires trust
- Consideration should be given to the most suitable way of obtaining feedback from inmates and visitors for the purpose of measuring the level of citizens' satisfaction with the services of Oko Prison. For instance, Oko Prison could design comment cards for the purpose of obtaining feedback from visitors to the Prison which could provide baseline for setting or raising performance targets. Also, the Service could benefit from comments from inmates who have finished their jail terms.
- Overall performance targets should be set for Oko Prison. System for monitoring against set targets should be established. This will improve professionalism and efficiency of the organisation. Also it would enhance benchmarking best practices. There was no clear way of the determining how Oko prison was performing in comparison to another Prison.
- Management should be conscious to motivate staff with incentives in order to assist them perform their correctional role skilfully. For example many staff have been on same rank for more than a decade. Facilities for work, chairs, tables and Office space are in limited supply.

Conclusion

The SERVICOM Index score awarded to Oko Prison, Benin City Edo State (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 Oko Prison could ensure continuous improvement on the quality of service delivered to members of the public if the recommendations contained in this report are considered and faithfully implemented.

MAIN REPORT

Introduction

This is a report on the findings of a SERVICOM Compliance Evaluation of Nigerian Prisons Service Oko, Benin City, Edo State. 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 Oko Prison have 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 Oko Prison has been calculated as a weighted average of the composite 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 of Interior |
| 2. Mr. S. B. Ozigis | Permanent Secretary, Ministry of Interior |
| 3. O.A. Ogundipe, OFR <i>mni</i> | Controller General, NPS |
| 4. Mr. O. F. Adeyemi | Nodal Officer, Interior |
| 5. Mr. I.C. Tiri (DCP) | Focal Officer, NPS |
| 6. Mr. A.G. Diya ACGP) | Zonal Coordinator, Zone G |
| 7. Mr. C.S. Debie (CP) | State Headquarters, Benin |
| 8. Mr. Sam Iyakoregha (DCP) | Coordinator, Oko, Prison |
| 9. Mr.G.O. Adagboyin (DCP) | Zonal Focal Officer |
| 10. Mr.A. A. Abdulkareem (ASP) | Rep. Focal Officer, NPS Hqtrs. Abuja |
| 11. Mr. Victor Oare | State Headquarters, Driver |

3.0 Terms of Reference

Oko Prison was selected for evaluation following a directive that Government all Government Agencies be evaluated for SERVICOM Compliance.

4.0 Methodology

Nigerian Prisons Service (NPS) is the third arm of Criminal Justice system in Nigeria. Oko Prison which is part of the NPS is located in Benin City, Edo State, South –South of Nigeria. It has a capacity for Six Hundred and Eight Inmate although One Thousand and Thirty-Three 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 Cap 366 of Law of the Federation of Nigeria 1990 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 Prisons 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

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, Oko, Benin City, Edo 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
- Annual Reports
- Training Records
- NPS website www.prisons.gov.ng
- www.Servenigeria.com

5.0 Findings

The finding presented in this section comprise an index score and observation on the service charter and on the quality of service delivery found at the service windows

5.1 Charter Evaluation

Description: 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 e.g How juveniles and mothers are to be treated
- 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

5.1.2. Recommendations for improving Service Charter

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:

- The Charter should have an Introduction which would let customers have prior knowledge of what kind of Services the Nigeria Prisons Service offers, the purpose of the Charter is, and who their customers are
- The Charter should clearly state standards of services provided and also clearly describe the level of services customers should expect
- The mechanism to be used for systematic monitoring of performance against set 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 including phone number and types of redress available 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. how vital are the functions of other arms of criminal Justice assisting NPS to deliver its services?
- 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 service window. Based on these, we have calculated a score for Oko Prison, Benin City, Edo State.

The overall Index score awarded for Oko Prison is **1.2 out of 4 (30%)**

Description: Poor

Overall Index score	1.2 out of 4 or 30%
Service Delivery	1.5
1 - Standards and practices / performance	1.3
2 – Reception experience	2.1
3 - Complaints and grievance redress	1.0
Timeliness	1.4
1 – Standards and practice / performance	1.0
2 – Customer friendliness	1.8
Information	1.0
1 – Information	0.7
2 – Customer feedback	1.0
Professionalism	0.9
1 – Transparency	0.7
2 – Efficiency	1.1
Staff Attitude	1.3

5.3 Key Findings

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

5.3.1 Service Delivery

- Systems are not in place to monitor performance against all standards as a result, no data of performance over time are recorded, analyzed and published. This makes it difficult to measure improvement or otherwise of the service of Oko prison
- It is difficult for the organisation to recognise poor performance and offer

convincing explanation of the reasons for low performance since it has no set target for individual staff and departments, toward which it could measure its performance

- Standards are not reviewed regularly. The **Standing Order** which contains all its guidelines were published in 1961. This means that the Prison renders service with outdated standards in view of modern advancement in management
- There is no adequate waiting area in Oko Prison. Visitors sit under open field and under trees. Inmates were seen seating on bare floors at the admission room. This does not give inmates and visitors good reception experience
- Toilet and refreshment are not provided at Oko Prison. This could be embarrassing to visitors should there be need to answer the call of nature.
- Complaint procedure is not accessible and easy to use. The Service Charter containing the procedure is not available to the public for use
- A record of all complaints with details of timeliness and resolution and regular analysis by management does not exist for the benefit of customers
- Frontline staff are not trained on complaints handling, this affects the level of their professionalism in the resolution and investigation of all complaints

5.3.2 Timeliness

- Standards are not set for monitoring waiting times and for subsequent visit to the service. Consideration is not given to customers who arrive from a far distance minutes after visiting times.
- There is no system in place to monitor waiting times and no record is maintained to ensure adherence to the set standards.

5.3.3 Information

- Information on standards is not available to customers and potential customers using a variety of measures. E.g. Published information on inmates' care should be available to inmates as well visitors and displayed at the Notice Boards
- Information on level of performance against set targets is not put on the Notice Board and on the NPS Website
- Costs of crafts produced by inmates as well as other items are not displayed at service outlets for transparency purposes
- Information is not reviewed regularly. For instance, operational guidelines are over 50 years. This renders the services outdated and unreliable.
- Customer satisfaction surveys are not carried out to test and determine the quality of services delivered to customers, as such Oko Prison does not measure the impact of its service delivery on customers with the aim of improving its services
- There is no systematic consultation with all customers groups to find out their views on services provided; although inspection talks are regularly made to inmates, there is no indication to show that inmate views are collated, analysed for planning purposes. This does not make the inmates feel carried along in the service delivery processes and provision
- Oko Prison does not encourage comments from the public. Facilities for comments, like comment cards as well as evidence of surveys are not in place

- Results of comments from surveys and inmates are not published to assure citizens that their views are important

5.3.4 Professionalism

- Costs and payment procedures are not displayed at service windows. For instance Inmates sew uniforms for Prison Officers and the standard cost of that is not known
- Most Offices and desks of Officers are not clearly marked to indicate their names and designation for easy identification by customers
- An organisational chart is not displayed to guide inmates and visitors on the structure of the organisation. The names, telephone numbers, and office numbers etc of persons in charge of customer service and complaints are not displayed, thereby making it difficult for customers to lodge their complaints when service fails
- Summary of complaints received from inmates over a certain period of time is not published to demonstrate to inmates and visitors that complaints are acted upon for improvement purposes
- Performance targets are not set for individuals (staff), departments and overall business of the organisation, making it impossible to assess the efficiency of staff and departments towards achieving the overall target of the organisation.
- Summary of budget and expenditure as well as audit report are not provided for the benefit of the public
- Strategic and business improvement plan does not exist to guide the organisation in service delivery

5.3.5 Staff Attitude

- The customer care policy is not published and displayed for the benefit of the inmates and the public
- Frontline staff confirmed that they have not been trained on modern techniques of citizens' care and on treatment of inmates. This affects the level of handling of inmates. For instance, it was observed that some staff were heard shouting at inmates

Additional Findings

5.4.1 Service Delivery

- Oko Prison reception experience is not helpful in achieving its goal of reintegration. For instance, at admission there is no data capturing machines to enable them document details of each inmate ab initio
- Many cases of awaiting trials make the prison overcrowded. For instance, of the 1033 inmates in Oko Prison, 953 persons (92%) were awaiting trial. Whereas 80 persons or 8% are convicts

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

- Systems should be put in place to monitor performance against all standards. Data of performance over time should be recorded, analyzed and published. This will make it possible to measure improvement on service delivery at Oko prison
- Once the structures of performance targets are in place, Oko Prison should recognise when its performances are poor and should offer convincing explanation of the reason for low performance. This will increase the level of confidence customers have in the organisation
- Standards should be reviewed to guarantee that the organisation is current and its services are not out of date. For instance, the Standing Order of 1961 as well as Cap 366 of 1990 should be reviewed to reflect current realities of the service.
- There should be provision of adequate waiting area in Oko Prison. For instance a visitor room furnished with enough seats should be provided for use by visitors for their comfort
- Toilets and refreshment facilities should be provided at Oko Prison for visitors e.g clean toilets water dispenser. This will make it comfortable and convenient to all visitors should there be need to answer the call of nature.
- Complaint procedure should be made accessible and easy to use. The Service Charter containing the procedure should be made available at the notice boards so that customers' expectations could be guided
- A record of all complaints with details of timeliness and resolution and regular analysis by management should be provided. If this is done, inmates as well as other citizens who make complaints will have confidence that their complaints are handled professionally and will thus be encouraged to make more complaints in the future. A regular complaint from the public keeps the organization alert to perform at its best
- Frontline staff should be trained on complaints handling, this will improve the level of their professionalism in the resolution and investigation of all complaints

5.3.2 Timeliness

- Standards for monitoring should be set for waiting times and for subsequent visits. This will ensure that consideration is given to visitors who may arrive from a far distance a few minutes after official visiting times.
- There should be a system in place to monitor waiting times and record of such monitoring should be maintained. For example, average time allowed for one to see an inmate is five minutes; however, it was observed that some spent over 30 minutes because there was no system in place to monitor the visit. It is also

recommended that the visit time be reviewed to make it more realistic

5.3.4 Information

- Information on standards should be made available to customers and potential customers using a variety of ways. E.g. Published information on inmates care should be available to inmates as well visitors in pamphlet, and placed at notice Board and website for improved efficiency.
- Information on the level of performance against set targets should be put at the public domain or website for public consumption. This will show the public that the organisation is efficient
- Costs of crafts produced by inmates as well as other items should be displayed at service outlets. For instance, it was observed that inmates sew uniform for Prison officials no rate was displayed. Also cost of crafts items and quantity produced should be displayed to promote transparency
- Information should be reviewed regularly. For instance, operational guidelines are over 50 years. It is discouraging to use fifty years old ideas to run a modern society, this would guarantee efficiency
- Customer satisfaction surveys should be carried out to test and determine the quality of services delivered to citizens, as such Oko Prison should measure the impact of service delivery on it's customers with the aim of improving the services. Over the years, inmates being reformed and re-integrated could make very useful suggestions to improve the system
- There should be a systematic consultation with all customers groups to find out their views on services provided. Inmates' views obtained from such consultations should be collated, analysed for service improvement planning purposes. This will make the inmates feel carried along in the service delivery processes and provision
- Oko Prison should deliberately encourage comments from the public. Facilities for comments, such as comment cards as well as evidence of surveys should be put in place. This will show that the organisation welcomes views for service delivery improvement purposes
- Results of comments, from surveys and inmates, should be published in order to assure the public that the organisation is ready to carry citizens along in its determination to improve service delivery at Oko prison

5.3.4 Professionalism

- Costs and payment procedures are not displayed at service windows. For instance cost of sewing uniforms for Prison Officials by skilled Inmates should be published to promote transparency
- Most offices and desks of Officers should be clearly marked to indicate their names and designation for easy identification by customers
- An organisational chart should be displayed to guide inmates and visitors on the structure of the organisation. The names, telephone numbers, and office numbers etc of persons in charge of customer service and complaints should displayed to make it easy for customers to lodge complaint in case of service failure
- Summary of complaints received from inmates over a certain period of time should

be published for them to know that their complaints are acted upon

- Performance targets should be set for individuals (staff), departments and overall business of the organisation. This will make it possible to assess the level of efficiency of staff and departments as well as the organisation.
- Summary of budget and expenditure as well as audit reports detailing all financial management of the Prison, should be provided for the benefit of the public and to promote transparency
- Strategic and business improvement plan should be developed to guide the organisation progress in service delivery

5.3.5 Staff Attitude

- The customer care policy should be reviewed to accommodate modern thinking in correctional administration. This should be published and displayed for the benefit of the inmates and the public
- Frontline staff should be trained on modern techniques of citizens' care and on treatment of inmates. This will positively impact on the level of handling of inmates.

5.4 Additional Findings

- Oko Prison should provide databank capture machines to enable them maintain databank to check the rate at which discharged inmates relapse into crimes
- In order to support good governance, there should be openness and accountability in the conduct of its activities
- There is need to strengthen stakeholder management in order to address issues of long waits for trial. For instance, some inmates have been on awaiting trial list for 8 years, for offences that will normally attract maximum of two years jail terms
- Many prisoners complained of irregular contact from members of families because of distance

Additional Recommendations

5.4.1 Service Delivery

- Oko Prison's reception experience should be improved upon to assist in achieving its goal of reintegration. For instance, at the admission point there should be data capturing machines to enable them document details of each inmates. This will make it possible to know inmates have been convicted before and will assist in managing the rate of ex-convicts relapsing into crimes
- Oko Prison and indeed NPS should promote openness by ensuring accountability such that greater numbers of members of the public are not ignorant of its activity. For instance no record of how many released prisoners returned within a specified period of years and why the relapse? There should be public reporting from prison authority. Views from visitors and from experienced prison staff as well as from ex-prisoners should be regularly obtained. This will as to reveal how to improve the prison to safeguard the public
- Many cases of awaiting trials make the prison overcrowded. For instance, of the 1033 inmates in Oko Prison, 953 persons (92%) were awaiting trial. Whereas 80 persons or 8% are convicts. Oko Prison should therefore step up the process of

managing its stakeholders such that weaker partners like the Police, and Judiciary should wake up to their responsibilities.

- There should be a public telephone booth to enable inmates contact their family members to reassure them that they are people who will welcome them back should they complete their terms. Additionally, inter- prison inmates transfer should be a regular part of the reintegration process

6.1 Service Improvement Planning

Although the question of how these recommendations might best be implemented is a management issue for the Nigerian Prisons 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.

6.2 Conclusion

The SERVICOM Index score awarded to the Nigerian Prisons Service, Oko Prison, Benin City, Edo State 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 Oko Prison, Benin City, Edo State could ensure continuous improvement on the quality of service delivered to members of the public if the recommendations contained in this report are considered and faithfully implemented.