

Federal Republic of Nigeria

NATIONAL STRATEGY FOR PUBLIC SERVICE REFORM



EXECUTIVE SUMMARY

Towards a World Class Public Service

NSPSR

ABUJA, NIGERIA

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Introduction and Context

The National Strategy for Public Service Reform (NSPSR) provides a common vision and a long-term agenda to guide the rebuilding and transformation of the federal public service. The NSPSR is comprehensive and long term, aligned with Nigeria's Vision 20:2020 which aims to position the country in the 20 leading economies in the world by 2020. For the short to medium term, the NSPSR is focused on providing the administrative capacity for implementing the Nigeria Economic Recovery and Growth Plan (ERGP) 2017 - 2020 and ensuring consistency in service delivery across the public service. The NSPSR also draws on the review of public service reform activities since 1999 commissioned by the Steering Committee on Reform (SCR), and the Public Perception Survey undertaken by the Bureau of Public Service Reforms (BPSR), the National Strategy for Public Service Reform and the National Bureau of Statistics (NBS) in 2014. These documents highlighted reform successes, major challenges and next steps, and provided a basis for identifying areas where the original NSPSR needed to be revised.

Many reforms are ongoing across the public service, but not all of them are known outside the ministries, departments, and agencies (MDAs) which lead on those reforms. The NSPSR serves primarily as a coordinating mechanism, to monitor and evaluate reforms, as well as provide opportunities for feedback and to capture lessons learnt. The NSPSR brings all the separate strands of public service



reform together in order to: make better linkages, ensure these are communicated, and introduce effective monitoring, reporting and evaluation around reforms.

The NSPSR vision is “**A world-class public service delivering government policies effectively and implementing programmes with professionalism, integrity, excellence, and passion to secure sustainable national development**”.

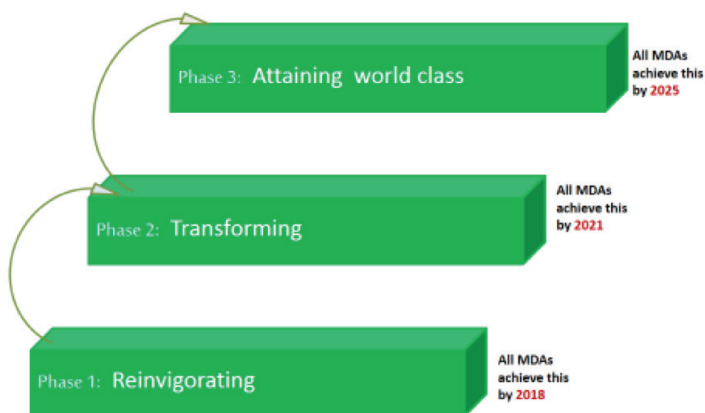
The NSPSR is a long-term strategy with a phased implementation plan to achieve world-class public service. The three main phases are:

- **Reinvigorating** the public service with emphasis on critical institutional changes, restoring professionalism and client focus, and delivering effective basic services by 2018.
- **Transforming** the public service into an efficient, productive, incorruptible and citizen-centred institution by 2021.
- Attaining **world-class** level of service delivery in the public service by 2025.

Figure 1 presents the long-term perspective of the NSPSR. The target dates set out the points when all MDAs should complete each phase. However, different parts of the public service are at different stages already, and will move through the phases at a different pace.



Figure 1: Long Term Perspective for the National Strategy for Public Service Reform



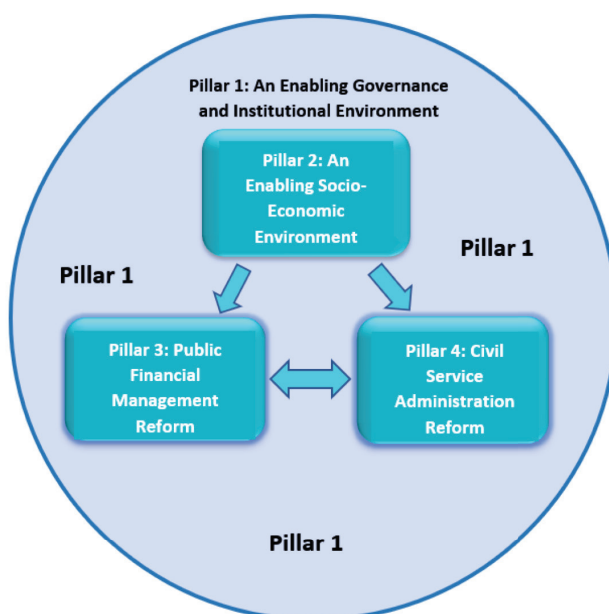
The NSPSR has four pillars: (a) an enabling governance and institutional environment; (b) an enabling socio-economic environment; (c) public financial management reform; and (d) civil service administration reform. There are significant linkages within and across these pillars. It is also important to recognise that these pillars represent different aspects of the reform process, as set out in **Figure 2**. Pillar 1 represents the governance and institutional environment in which public service reform is undertaken. Reforms under Pillar 1 are aimed at ensuring that the governance and institutional environment encourages reforms in the public service. Pillar 2 is the core of the reform programme. It reflects the strategic thrust of Vision 20:2020 and the ERGP (2017-2020), and is focused on achieving the overall social and economic development of Nigeria through policies, programmes, and service delivery by the public service. Pillars 3 and 4 are more internally focused on the workings



of the public service namely public financial management in Pillar 3, and the management of the civil service (human resources and operational processes) in Pillar 4.

Reforms need to be taken forward in all four pillars, in a coordinated manner, if the overall vision of NSPSR is to be achieved.

Figure 2: Relationships between the 4 Pillars



For each pillar, there is a clearly stated development objective, as well as key targets to be achieved through a number of building blocks. The strategic features of each pillar are illustrated in figures 3-5 and include defining the characteristics for each phase.



Pillar 1: An Enabling Governance and Institutional Environment

The development objective for this pillar is to create a governance and institutional environment that enables public service institutions to deliver public goods and services with integrity, transparency, and accountability and in accordance to their mandates. To achieve the objective, six key target results are envisaged: (i) clarity in governance architecture as it affects inter-governmental relations and public service administration; (ii) enhanced accountability and citizen participation; (iii) transparency and zero-tolerance for corruption; (iv) an efficient and predictable justice system; (v) the provision of safety and security and the prevention and management of conflict; and (vi) effective coordination of governance reforms.

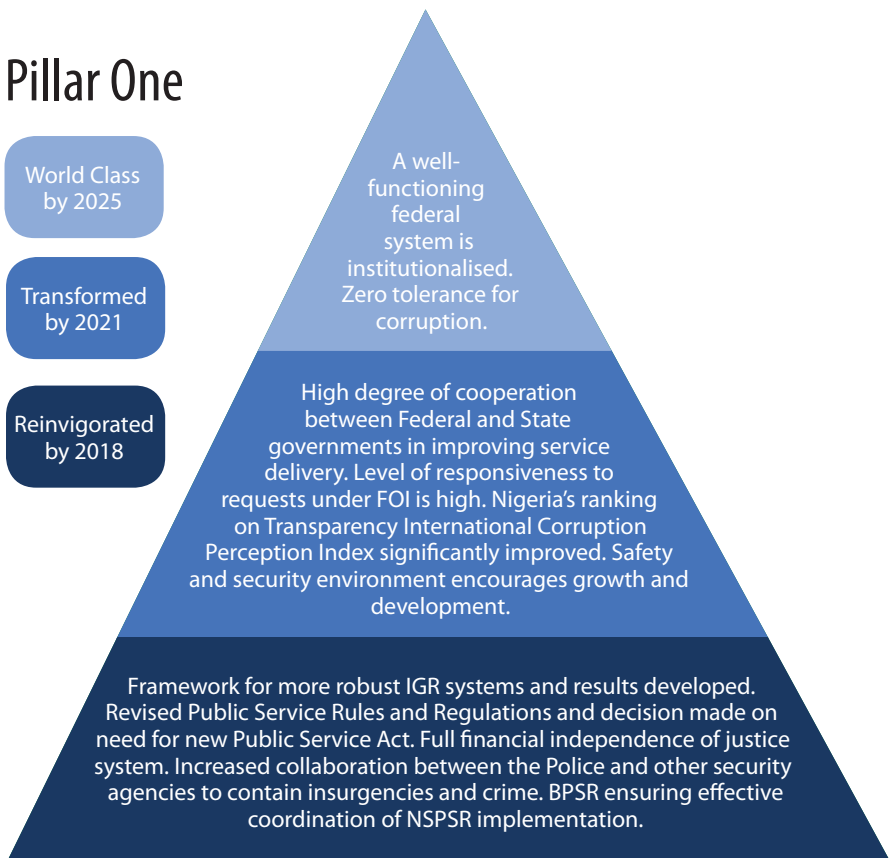
There are nineteen building blocks for achieving the targets. For example, to achieve transparency and zero-tolerance for corruption, there are six building blocks: (a) maintain efficient and effective institutions responsible for anti-corruption and transparency; (b) revise and enforce ethical standards for the public service; (c) provide anti-corruption education with emphasis on ethics and integrity; (d) strengthen preventive mechanisms in the fight against financial frauds rather than focusing mainly on curative and punitive measures; (e) take steps to ensure full enforcement of National Anti-corruption strategy; and (f) institutionalise a sustainable remuneration system and benefits for public servants to reduce space for corrupt and unethical practices.

Figure 3 illustrates defining characteristics (key outputs and/or



outcomes) of the expected changes at the end of each of the three phases of the NSPSR, for the first pillar.

Figure 3 – Select Defining Characteristics for Pillar 1 at the end of Each Phase of the NSPSR





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The following are some strategic priorities that will result in significant improvement in the governance and institutional environment of public service administration:

- Develop a framework for more robust inter-governmental relations systems and results.
- Push strongly for enactment of the pending Public Service Bill to ensure a more robust legal framework for public service management and professionalisation.
- Empower and support the capacity building of civil society organisations (CSOs) to better understand issues around policy-making, planning and budgeting processes, and monitoring.
- Develop strategies and plans for progressive reduction of corruption and continue to promptly punish exposed corrupt officials.
- Develop and implement anti-corruption communication strategy based on the information, education, and communication (IEC) programme, with emphasis on integrity and ethics.
- Improve strategic coherence between parent Ministries and parastatals, enhance oversight of parastatals and focus on improvements of service delivery.
- Coordinate and share information and data among security institutions.
- Implement the provisions of the Public Service Code of Conduct and Ethics to bring about change in the work culture.

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a. Aerial View of Lagos at midday b. Aerial View of Lagos at midday



Pillar 2: An Enabling Socio-Economic Environment

The development objective for this pillar is to create a socio-economic environment that enables accelerated, inclusive and sustained economic growth and poverty reduction through the just provision of goods, based on inclusive participation of vulnerable groups (women, children, persons with disabilities, older persons and family units) in decision-making and in the delivery of public services.

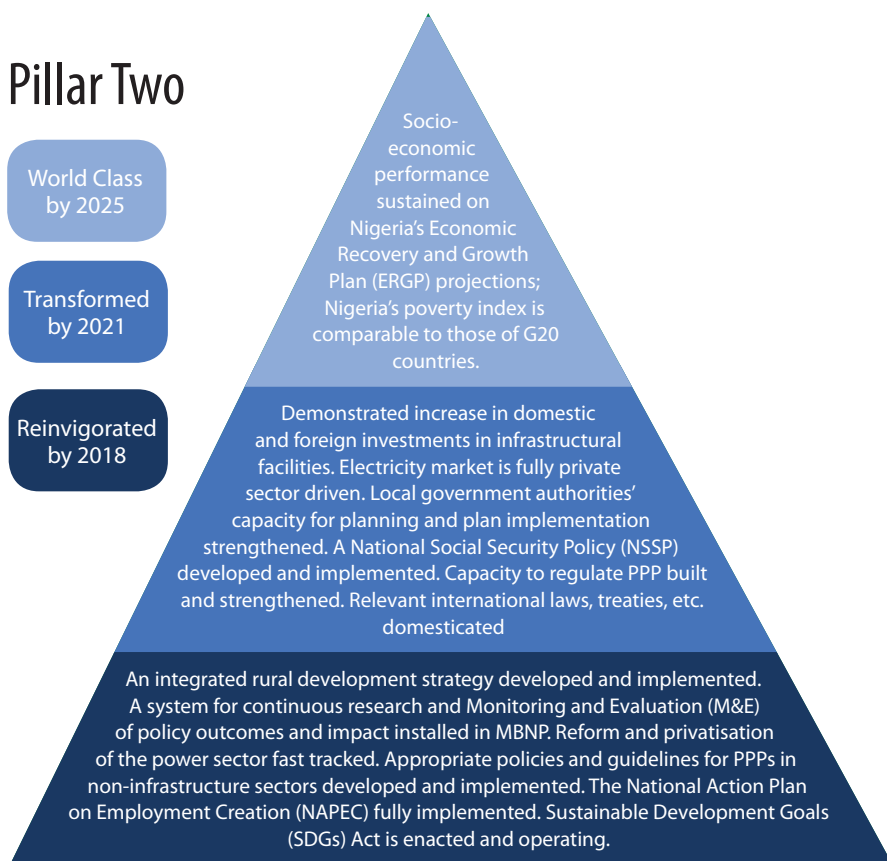
The pillar focuses on six key targets: (i) enabling policy environment for accelerated and sustained high rate of economic growth; (ii) enabling policy environment for economic diversification and national security; (iii) enabling policy environment for poverty reduction; (iv) enabling policy environment for robust and sustainable employment generation; (v) enabling policy environment for optimal returns/benefits from government and private sector investments; and (vi) enabling policy environment for enhanced and diverse participation of non-governmental actors in the delivery of public goods and services.

There are two to four building blocks aimed at achieving the respective targets and a total of 17 building blocks. For example, the four building blocks for achieving the target result of creating an enabling policy environment for poverty reduction are: (a) create strong infrastructural base with emphasis on power/electricity, water, transportation, and pro-poor infrastructural facilities; (b) create environment for integrated rural development; (c) develop a social protection policy and implement effective social safety-nets; and (d) promote sound management of the environment for optimal socio-economic development.



Figure 4 illustrates the defining characteristics (key outputs and/or outcomes) of the expected changes at the end of each of the three phases of the NSPSR, under the second pillar.

Figure 4 – Select Defining Characteristics for Pillar 2 at the end of Each Phase of the NSPSR



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a. Aerial View of Lagos at midday b. Aerial View of Lagos at midday



The strategic priorities under this pillar include the following:

- Strengthening socio-economic policy development, implementation and coordination and ensuring macroeconomic stability.
- Installation of a robust system for policy research, monitoring, evaluation, and reporting on development outcomes housed in the Ministry of Budget and National Planning (MBNP).
- Building the capacity of officers for planning, budgeting, monitoring and evaluation across MDAs.
- Promotion of economic diversification with emphasis on agriculture, manufacturing and solid minerals development.
- Creation of a strong infrastructural base with emphasis on effective electricity supply, multimodal transportation system, and water supply.
- Development and implementation of appropriate policies and guidelines for public-private partnerships (PPPs) in non-infrastructure sectors.
- Development and implementation of a well-considered National Social Security Policy in terms of coverage, funding, and sustainability.
- Promote sound management of the environment for optimal socio-economic development.
- Development and implementation of a policy framework and guidelines for women empowerment and for the promotion of diversity (especially women and other disadvantaged groups) in outsourced delivery of public goods and services.
- Promotion of national security by bringing terrorist activities under control and restoring peace in the land.



Pillar 3: Public Financial Management Reform

The development objective in public financial management reform is to achieve strategic, efficient, and effective mobilisation, allocation and use of public resources, fiscal discipline, transparency, integrity, and accountability through timely reporting. The pillar has four main targets: (i) sustained macro-economic stability; (ii) strategic allocation and results-based budgeting of funds; (iv) efficient management of resources, accounting, and reporting; and (v) integrity in the use of public funds.

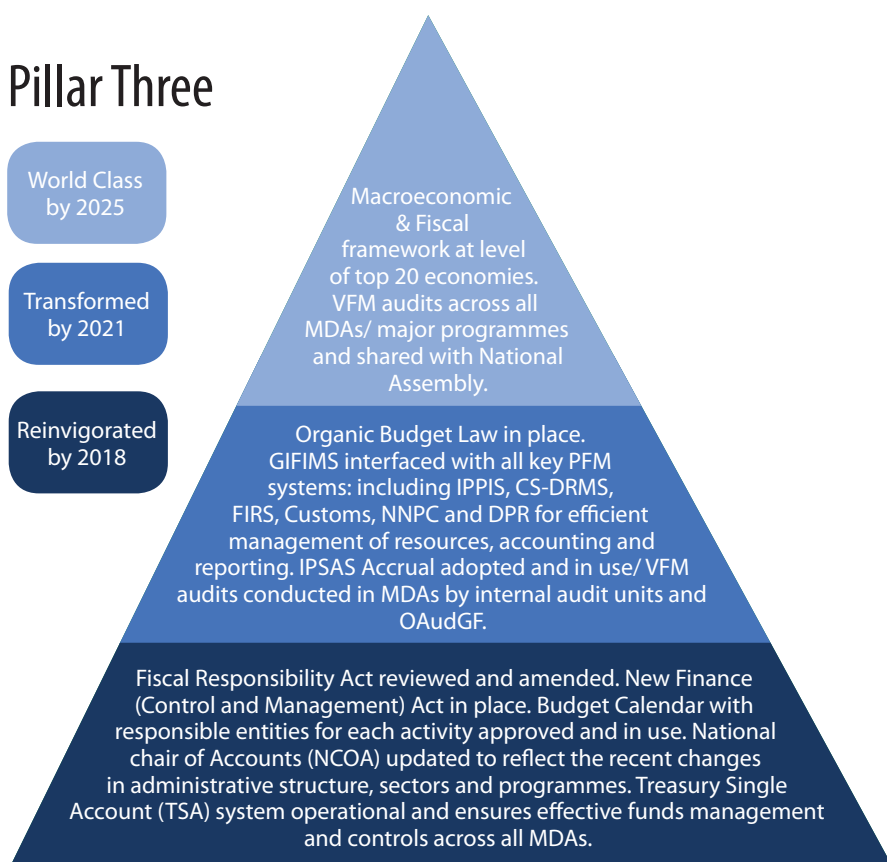
These targets will be achieved through 18 building blocks. For example, to effectively ensure integrity in the use of public funds, there are five building blocks: (a) implement fully the Public Procurement Act and subsidiary rules and procedures; (b) enforce public service rules, financial regulations, and extant circulars; (c) strengthen public expenditure oversight and watchdog institutions; (d) modernise the internal audit function across all MDAs; and (f) strengthen the role of non-governmental actors in monitoring and evaluating public expenditure allocation, use, and accountability.

Figure 5 illustrates defining characteristics (key outputs and/or outcomes) of the expected changes at the end of each of the three phases of the NSPSR, under the third pillar.



Figure 5 – Select Defining Characteristics for Pillar 3 at the end of Each Phase of the NSPSR

Pillar Three





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The strategic priorities in public financial management (PFM) include:

- Amending the Fiscal Responsibility Act to improve the existing provisions for fiscal transparency rules and to include measures to enforce compliance.
- Setting defined roles and responsibilities, providing information/documents from the Executive to the Legislature, and establishing timelines for performing specific activities of the budget process – Enact an Organic Budget Law.
- Updating the NCOA to reflect the changes by the current administration on the administrative structure, sectors and programmes.
- Developing a comprehensive framework for administration and monitoring of waivers and exemptions.
- Strengthening and deepening the Nigeria Extractive Industries Transparency Initiative to continue to play its role in developing a framework to promote transparency and accountability in Nigeria's extractive industries (oil and gas sectors inclusive).
- Building capacity for planning, budgeting accounting, reporting, and auditing staff across MDAs.
- Making information on allocation and use of public funds more readily accessible to non-state actors.

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a. Aerial View of Lagos at midday b. Aerial View of Lagos at midday



Pillar 4: Civil Service Administration Reform

The development objective of civil service administration reform is to reinvigorate and transform the civil service of the Federation into an efficient, productive, incorruptible and citizen-centred (EPIC) institution with the capacity to deliver government policies and programmes. Six key targets are outlined: (i) effective governance and management of the civil service as an institution; (ii) organisational efficiency and effectiveness; (iii) professional and results-oriented civil service; (iv) well motivated civil servants; (v) improved competence of civil servants; and (vi) accountable and results focused workforce.

There are 18 building blocks identified for accomplishing these targets. For example, to have professional and results-oriented civil service, there are four building blocks: (a) strengthening merit-based recruitment and the promotions system with clear guidelines for implementing the Federal Character principle; (b) promoting professionalisation of core cadres in the civil service; (c) installing an effective performance management system; and (d) undertaking a comprehensive job evaluation of the public service.

Figure 5 illustrates the defining characteristics (key outputs and/or outcomes) of the expected changes at the end of each of the three phases of the NSPSR, under the fourth pillar.

Figure 5 – Select Defining Characteristics for Pillar 4 at the End of Each Phase of the NSPSR



Pillar Four

World Class
by 2025

Transformed
by 2021

Reinvigorated
by 2018

Best and brightest graduates are proud to work in the civil service. MDAs work under excellent environment and their performance is comparable to top 20 economies.

Civil service is transformed into an efficient, productive, incorruptible and citizen-centred (EPIC) institution. Discipline is effectively restored throughout the service, IPPIS is extended to all MDAs. All MDAs implement plans for improved organisational performance. Civil service pay levels comparable to top 5 African economies & reviewed periodically. Bureaucracy in service delivery minimised with delegation of functions.

Leadership role of the OHCSF is strengthened. IPPIS extended to substantial number of MDAs. Competitive pay to attract and retain the best and brightest is in place. Merit principle, with due cognisance of Federal character principle, is effectively restored. Training of civil servants is policy-driven and needs-based. An effective performance management system is installed and implemented.

The strategic priorities in civil service administration reform will include:

- Reviewing and updating of Public Service Rules and Regulations.
- Institutionalising the performance management system.
- Developing comprehensive job evaluations.
- Strengthening work ethics and accountability, and improving motivation.



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- Ensuring mastery of basic information communication technology (ICT) skills, supported by appropriate equipment across the civil service.
- Deepening Integrated Personnel and Payroll Information System (IPPIS) by ensuring that it is rolled out in all MDAs and achieving a fully functional integrated personnel and payroll information system.

Risks and Mitigation

An ambitious, comprehensive public service reform (PSR) strategy comes with many risks. Some risks are linked to the institutional and political environment, other risks are linked to leadership commitment, implementation capacity, financing, and reform fatigue. Two examples of 'high' risks are possible: opposition and delay in the legislature in respect of institutional reforms that must be enacted into law, and weak technical leadership and coordination of strategy implementation.

The key mitigating measures for the risks identified include government ownership of the strategy development process, a realistic and affordable programme costing, and an implementation strategy that includes decentralised responsibilities and accountabilities, establishment of Reform Coordination Departments in key MDAs, effective strategic and technical coordination, robust M&E and reporting system, effective change leadership and management, and a strong IEC programme.

Implementation Strategy

The overall NSPSR implementation leadership and management



framework has the Presidency as the locus of the overall leadership and coordination of the NSPSR implementation. The mandate of the SCR includes: providing technical leadership for reform in terms of planning, design, and implementation, and initiating reform activities across the public service. The Bureau of Public Service Reforms (BPSR) coordinates public service reform. BPSR reports to the President through the Secretary to the Government of the Federation (SGF) and provides the secretariat to the SCR.

Four senior government officials who head institutions at the centre of government will take on direct implementation responsibilities:

- The SGF chairs the SCR and will also lead and coordinate implementation of Pillar 1.
- The Minister, MBNP, will lead and coordinate implementation of Pillar 2. MBNP will ensure effective linkage to the MDAs leading sectoral reforms that contribute in particular to the Nigeria's Economic Recovery and Growth Plan (ERGP).
- The Minister, Federal Ministry of Finance (FMF), will lead and coordinate implementation of Pillar 3.
- The Head of the Civil Service of the Federation (HCSF) will lead and coordinate implementation of Pillar 4.

There are six key features of the implementation strategy:

1. Decentralised Responsibilities and Accountabilities

Although the lead central institution for each pillar is set out above, MDAs remain responsible and accountable for delivery of each of the key outputs under the various building blocks. BPSR will



monitor implementation and achievement of outputs, supported by a Reform Coordination function in each of the MDAs.

2. Rapid Capacity Building for Strategic and Technical Leadership and Coordination in MDAs

Rapid building of capacity for strategic and technical leadership and coordination in MDAs is a top priority in the implementation strategy.

3. Effective Change Management

Change management in the public service environment is complex. To secure the fundamental changes targeted in the NSPSR requires development and implementation of change management to ensure the appropriate momentum and traction are attained. Change leaders and managers in senior positions in central institutions and MDAs will be empowered and supported to take action. Results in defined change areas will be demanded from the change leaders and managers, including setting reform-related targets in performance contracts. Other actions will include: specific capacity-building exercises in MDAs and BPSR; building NSPSR into the curricula of training centres; motivating public servants to change; and backing all the efforts with a strong IEC programme.

4. Robust M&E and Reporting System

Monitoring and evaluation are critical in assessing the wide, diverse range of interventions being implemented under the NSPSR and



building a strong evidence base around achievement of planned NSPSR outputs and impact. BPSR will develop a Results M&E Framework and Strategy for the NSPSR. This framework will guide the BPSR in the monitoring and evaluation of key and intermediate outcomes of the NSPSR. Some central government organisations such as the MBNP, MoF and NBS, are mandated to monitor and evaluate outcomes. BPSR will coordinate its M&E activities and outputs with these organisations to ensure inter-agency cooperation and synergy in the collection and utilisation of data. BPSR will work with both MBNP and with Reform Coordination Departments in MDAs to collect, collate, and analyse primary data relating to PSR, and will partner with the M&E Department of MBNP to provide it with the necessary technical infrastructure and expertise to fulfil its mandate. M&E instruments will include economic surveys, public service delivery surveys, budget implementation reports, and citizen satisfaction surveys. ICT will be used for data collection (where appropriate), storage and analysis. Finally, M&E reporting will be done monthly, quarterly, annually, in the medium term or long term, as appropriate.

5. A Strong IEC Programme

The strategic objective of the IEC programme is to ensure that a wide spectrum of stakeholders have the right and timely information and knowledge about the NSPSR on a continuous basis. A cost-effective strategy for IEC will harness lessons and take advantage of the platforms already developed to support ongoing and past reform programmes and activities. The IEC packages for the NSPSR will be tailored to specific target groups across the public service.

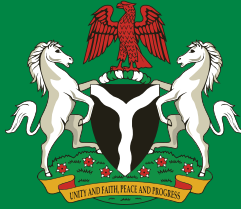


6. Costing and Funding of Strategic Initiatives of the Building Blocks

The costing and funding of the strategic initiatives under each building block will be decentralised. Decentralisation of responsibilities and accountabilities is considered to be vital to ensuring coordinated implementation of the NSPSR. The Reform Coordination Department in the MDA responsible for coordinating each Pillar (i.e. OSGF, MBNP, FMF, and OHCSF) will coordinate the process of preparing realistic indicative programme cost estimates and budgets summary for all strategic initiatives under their pillar, in liaison with the relevant lead MDAs for each intervention.

The costs of implementation of all parts of the reform programme will be funded through the federal government annual budget, or through donor-financed programmes agreed between the lead MDA and the donor. The realistic cost estimates of reform initiatives prepared by the responsible MDAs will be broken down into capital investment and recurrent costs.

When the cost estimates are prepared, they will take into consideration that some MDAs already have their own costed strategy documents, including initiatives fully or partially covered in the NSPSR. The Reform Coordination Department of each pillar-coordinating MDA, with support from BPSR, will ensure that these budgets for strategic initiatives are harmonised.



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