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COMMON CONSTRAINTS & BOTTLENECKS TO EFFECTIVE PUBLIC SERVICE DELIVERY IN NIGERIA: EVIDENCE FROM FOUR GOVERNMENT AGENCIES

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Abbreviations & Acronyms

ACSI	American Customer Satisfaction Index
BIR	Board of Internal Revenue
BPSR	Bureau of Public Service Reform
CAC	Corporate Affairs Commission
CITA	Company Income Tax Act
CONPSS	Consolidated Civil Service Salary Structure
CSR	Corporate Social Responsibility
CTC	Certified True Copy
DFU	Document Fraud Unit
DL	Driver's License
DLC	Driver's License Centre
E-Passport	Electronic Passport
e-Receipt	Electronic Receipt
EU	European Union
FCT	Federal Capital Territory
FG	Federal Government
FGD	Focus Group Discussion
FGN	Federal Government of Nigeria
FIRS	Federal Inland Revenue Service
FOREX	Foreign Exchange
FRSC	Federal Road Safety Commission
FS	Financial Statement
GBTO	Government Business Tax Office
GLO	Globacom Telecommunication
GW	Greater Washington
ICT	Information and Communication Technology
ID	Identity Card
KRA	Kenyan Revenue Authority
KSHS	Kenyan Shillings
LTO	Large Tax payers' Office
MDAs	Ministries Departments and Agencies
MDGs	Millennium Development Goals
MSTO	Micro & Small Tax payers' Office
MTO	Medium Tax Office
MVAA	Motor Vehicle Administration Agency
NCR	Newly Companies Registered
NEEDS	National Economic Empowerment Strategy
NIC	National Identity Card
NIMC	National Identity Management Commission
NIN	National Identity Number
NIS	Nigerian Immigration Service
NPSR	National Strategy for Public Service Reform
OHCSF	Office of the Head of Civil Service of Federation
PO	Passport Office
PPP	Public Private Partnership
PSA	Public Sector Agreements
RPP	Returns & Payment Processing
RTA	Regional Tax Audit

SDP	Service Delivery Programme
SDU	Service Delivery Unit
TAT	Turn Around Time
SERVICOM	Service Compact
SPSS	Statistical Package for Social Sciences
SUFEGOR	Support for Federal Governance Reform
TAT	Turn Around Time
TC	Tax Controller
TCC	Tax Clearance Certificate
TIN	Tax Identification Number
ToR	Terms of Reference
TPS	Tax Payer Service
UK	United Kingdom
UPS	Uninterrupted Power Supply
US	United States
VAT	Valued Added Tax
VIO	Vehicle Inspection Office
VIS	Vehicle Inspection Service
WHT	Withholding Tax

About this Report

This is a harmonized report on the Study to Identify Common Constraints and Incentive Problems to Service Delivery in the Nigerian Public Sector, undertaken by the European Union Support to Federal Governance Reform Programme (SUFEGOR) in 2017, with a focus on the provision of services by the following institutions:

- Federal Road Safety Corps (FRSC) – for the issuance of driver’s licence
- Nigerian Immigration Service (NIS) – for the issuance of international passport
- Federal Inland Revenue Service (FIRS) – for the issuance of tax clearance certificate (TCC)
- Nigerian Identity Management Commission (NIMC) – for the issuance of national identity card

The services of the above-mentioned providers were evaluated in 4 States: Lagos, Enugu, Kano and the Federal Capital Territory (FCT) – except for NIMC, which focused on the FCT alone.

This is therefore a summarized and merged report focusing mainly on the key findings and recommendations. The full reports for each of the surveyed service providers can be referred to for more detailed information and analyses. The separate reports on each of these service providers listed above can be accessed from the Bureau of Public Service Reform (BPSR) – the implementation agency for EU-SUFEGOR.

The preparation of this harmonized report was led by Prof. Akintola-Bello and his team from Arbitrage Consult Ltd. and commissioned by BPSR to provide a helicopter view of the common challenges to effective public service delivery in Nigeria.

Executive Summary

The public service in Nigeria is faced with several challenges in its efforts to become a truly representative, competent and democratic instrument. Evidence has shown that while the challenges may be consistent, the ways in which they are being confronted, and the results that are being achieved, vary considerably. One common challenge faced by every organization is how to provide better services to its customers. The Nigerian Public Sector is no exception. Traditionally, it has been seen as a passive vehicle for executing social policies mandated by legislation. Increasingly, however, accustomed to enhanced service delivery from the private sector, citizens as well as businesses have begun to view the Public Sector as another provider of ‘services’ – services for which they pay taxes. Citizens and businesses therefore, rightfully, demand improved service from the Public Sector which then triggers the need for a customer/client focused re-engineering process which should put in place value-for-money processes that will reduce waste and duplication, producing an effective and pleasant customer experience.

It is in this light this project was undertaken, focusing on the quality of public service provided by the Federal Road Safety Corps (FRSC), Nigerian Immigration Service (NIS), Federal Inland Revenue Service (FIRS) and Nigerian Identity Management Commission (NIMC) on the provision of services to the public. Specifically, the study is intended at highlighting key governance and service delivery issues faced by the identified service providers in the process of provision of their services.

General Objectives

The general objective of the study is to identify common constraints and bottlenecks that impair performance in the delivery of services for the 4 case study service providers. This study will provide a systemic review of the evidence available on these constraints and present the implications for the service delivery mechanisms, its financing and modalities. It aims to provide a more structured approach to the evidence by focusing on analysis from a political economy perspective to identify underlying institutional arrangements, symptoms and incentives that contribute to service delivery processes and outcomes in Nigeria.

Methodology

Four States of the Federal Republic of Nigeria were chosen as bases for data collection: The Federal Capital Territory Abuja, Enugu State, Kano State and Lagos State. These four states were chosen in each of the identified service providers except for NIMC, where only Abuja was considered.

In each of the four locations a team of both junior and senior experts were engaged and all teams were guided by a terms of reference drafted by the SUFEGOR Team Leader. An analytical framework was developed and all the teams carried out their research using the framework.

The analytic framework adopted for this study included:

- Interface meeting with Heads and/or Unit Heads of agencies and their management staff.
- Administration of questionnaires on selected officers of the agencies.
- Questionnaires were administered to randomly selected customers.
- Focused group discussions were also held with some of the agencies' customers.
- Physical analysis of processes used in service output was also conducted.
- Desk Review and Analysis of official documents: collect all available documents relating to Service Delivery in the relevant SDUs
- Mystery Shopping exercise
- Telephone Interview

The data collection process used was a combination of quantitative and qualitative methods, a *mix method approach*, to collect information from the service delivery area. These methods include: Citizen Satisfaction Surveys; Interface with the service providers; Mystery Shopping; and Focus Group Discussion (FGD).

Common Constraints to Service Delivery in the 4 Public Service Providers

The findings of the constraints common to all the service providers (FRSC, NIS, FIRS and NIMC) surveyed for the study are presented below:

Government Induced Constraints

- i. The standard Turn Around Time (TAT) for service delivery increases cost to get Service delivered to citizens. The delay in service delivery to customers among the agencies induced corruption and no respect for queue procedure and quality;
- ii. The centralization of Internet service provider (Galaxy Backbone) for all Government MDAs has also caused bottlenecks in the issuing of passports, as fluctuations in internet services from this source alone delayed achieving in the standard TAT;
- iii. Cumbersome processes to get a service delivered increases delays and costs, for instance, whenever there is an issue with payments in any state, all queries have to go to Abuja. This causes further delays;
- iv. Delay in budget release constitutes a central challenge to satisfying contractual obligations with service providers under the PPP arrangement for delivery of materials. For instance, printing of passport booklet is contracted to IRIS to supply of passport materials to NIS and ID Card materials to NIMC has been delayed as a result of delay in capital budget releases. This has also increased the TAT for service delivery. Thus difficulty accessing budget to establish and expand services and improve quality was a challenge;

- v. Epileptic power supply from the Electricity Distribution Companies distorted the lead time to processing of request to customers and this has increased the standard TAT to deliver a service to the customers

Logistics and Infrastructure Induced Constraints

- vi. **Lack of effective performance oversight.** Formal processes for monitoring and supervision are not followed or enforced; and informal processes are insufficient. This includes cases where monitoring and supervision processes are not clearly defined or understood. Crucially, this includes both top-down monitoring and forms of bottom-up monitoring or supervision. The monitoring system for each application is in need of an overhaul;
- vii. Shortage of Appropriate Equipment to accommodate the level of demand for services from customers, which increases both the standard TAT on the part of the agencies and the waiting time on the part of the customers;
- viii. Inefficient queue management systems results in citizens spending an incalculable number of hours at service points, with high tendency to be induced to pay for hidden costs;
- ix. Poor sensitization of the general public on the procedures for online application and poor signage at the premises of the agencies to direct customers to service points.

Human Resources Induced Constraints

- x. Demoralized of staffs due to irregular promotion and stagnation and consequent frustrated attempt to increased sources of delay to service delivery is imminent. This couple with poor staff welfare programme; as well as shortage of skilled staff. All these introduce inefficiency;
- xi. Inadequate capacity development and non-strategic training programme are issues affecting staff capacity and skills to deliver services within the standard TAT to customers;
- xii. Poor record keeping system on request and delivery of services.

Moral Hazard Induced Constraints

- xiii. Rent seeking behavior was conspicuous in service delivery as staff created bottlenecks to frustrate applicants, thereby making them patronize brokers (touts) who are affiliated with them. This has led to increased cost and time for service to be delivered;
- xiv. Staff intentionally hiding information about the process and cost of obtaining service with a view of charging premium for the services;

- xv. Since there is no signage to guide customers about the process and the amount of the service to be rendered, a customer cannot walk into a service delivery offices without the assistance of a middleman. This is the basis of internal corruption and denial of services.

Customer Induced Constraints

- xvi. Impatient applicants are unwilling to follow the outlined process and procedures; and are thereby induced to patronise the back door touts/middlemen to be served at a very high cost, which in most cases set a bad standard for other customers;
- xvii. Some applicants deliberately looked for middlemen to accompany them to the service points. This increased crowding in the waiting arena/rooms, with potentials applicant waiting time increased;
- xviii. Due to location problems, users who travel long distances to get to the service centres always want a quick service, and thereby encouraged existence of middlemen, which consequently introduced rent seeking behaviour;
- xix. Complex application process which the citizenry may not understand. The procedure for a customer to be served is lengthy and too complex for most applicants. There is a general lack of help desks or personnel to explain the process; and
- xx. SERVICOM desks which should act as space for accountability were not sufficiently functioning.

Common Constraints: Causal Factors

A myriad of problems and challenges were identified for each of the surveyed service areas and have been discussed. However, a significant amount of these aforementioned challenges can be said to be directly or indirectly caused by the factors presented in the table below:

- **Unclear Roles and Functions:** Findings show that there are often times unclear roles of the all the agencies involved in delivering the services. This allows for unnecessary delays and avoidable issues.
- **Absence of Performance Management:** There is no prioritization or emphasis on performance management of staff of the service providers. Good work is not rewarded and poor work is not punished. This causes staff apathy.
- **Lack of Accountability to Service Recipients:** When the perception/feedback of the recipients of public services (customers) regarding the quality of these services is of no consequence, then the service providers are under no burden to provide quality services.
- **Bureaucracy and a lack of innovation in Service Delivery:** The current system disincentivizes innovation. People could be punished for innovative rethinking of processes. Staff generally follow laid down procedures – highly centralized decision-

making. If innovation is encouraged through proper employee engagement, certain processes will be improved upon.

The Way Forward: Strategies for Tackling the Causal Factors

The following strategies can tackle the root cause of the identified challenges and ensure effective public sector reform and reinvention. This can aid in the transformation from a bureaucratic to an entrepreneurial government. In considering these strategies, reformers, managers and champions should note that these tools/initiatives do not have any strict implementation procedures that are set in stone; in practice, their adoption is largely contextual – and focus should therefore be on the goals/objectives of the tools. There are dozens of tools in existence for each of the strategies and more are being developed and modified every day.

It is also worthy to note that not all the tools discussed (or are currently available) will be applicable or effective in every organization. Organizational structure/set up, staff size, mandates etc. will determine which tools can be implemented or adopted. Implementation of strategies can differ from organization to organization. It is up to management to look at the objectives and goals of the tools then contextualize and customize them (where necessary) to suit their realities. These initiatives (within the strategies) are therefore presented for illustration purposes.

Reformers must also constantly adjust their approaches in response to the resistance and opportunities they encounter. In doing so, they will increase the likelihood of these strategies achieving their objectives.

The strategies include:

- I. Making Government Mission-driven & Focused (Clarity of Roles and Functions)
- II. Institutionalizing Reward/Punishment System (Performance Management)
- III. Accountability to Customers
- IV. Minimizing Red tape and Promoting Employee Engagement (Fighting Bureaucracy)
- V. Moving to an Entrepreneurial Culture

These strategies are more extensively discussed in Section 7 of this report.

1. INTRODUCTION



Public service encompasses all the interactions between citizens, businesses and their governments, at all levels. This interface is the front-line of good governance and Public Sector innovation, with the scope to enable enterprise to do business more easily, markets to operate effectively and economic goals to be attained, by ensuring services are delivered efficiently, creatively and in line with users' expectations. Public Sector leaders around the world face a common set of challenges if their services are to meet the increased expectations of their 'customers' – both citizens and businesses. More so, Global trends such as rising customer expectations, budgetary constraints, global competition for investment, Public Sector reform programs and changing demographics have transformed the environment in which the Public Sector operates.

The public service in Nigeria is faced with several challenges in its efforts to become a truly representative, competent and democratic instrument. Evidence has shown that while the challenges may be consistent, the ways in which they are being confronted, and the results that are being achieved, vary considerably. One common challenge faced by every organization is how to provide better services to its customers. The Nigerian Public Sector is no exception. Traditionally, it has been seen as a passive vehicle for executing social policies mandated by legislation. Increasingly, however, accustomed to enhanced service delivery from the private sector, citizens as well as businesses have begun to view the

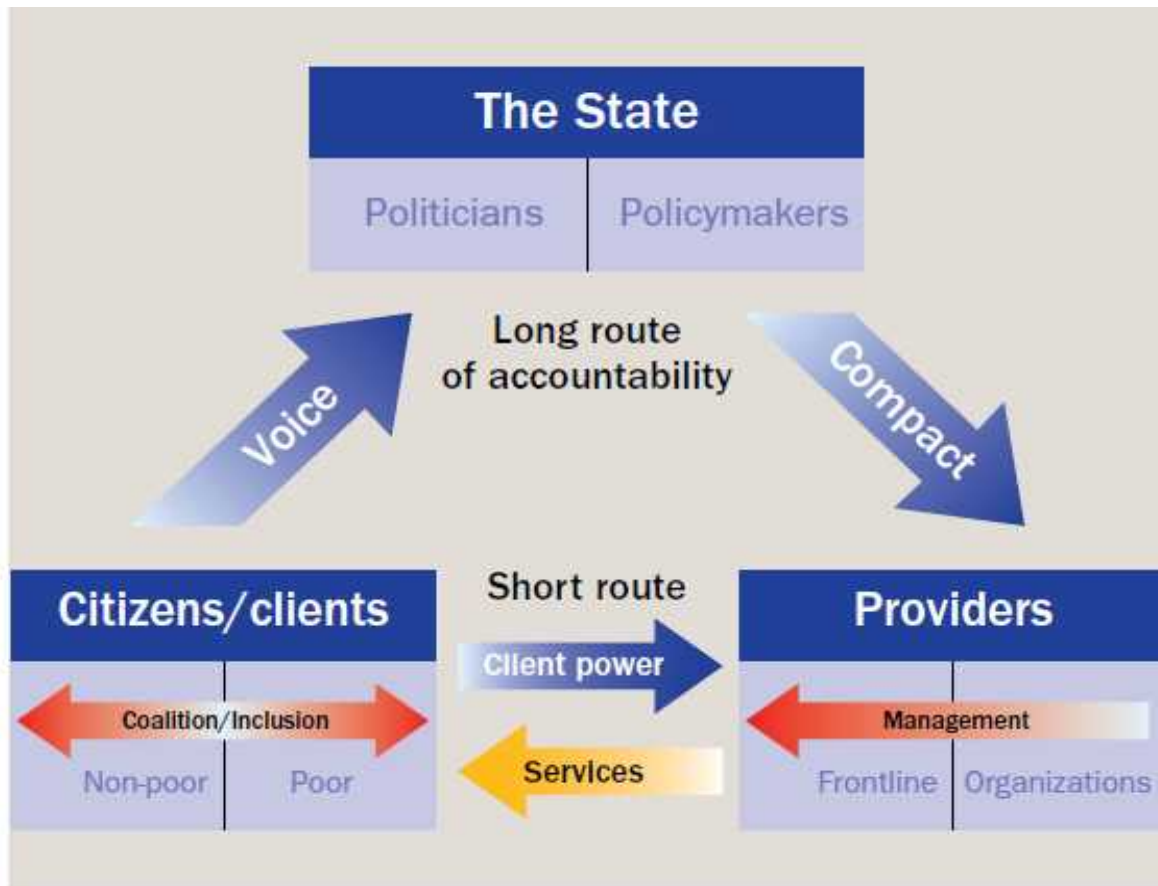
Public Sector as another provider of ‘services’ – services for which they pay taxes. Citizens and businesses therefore, rightfully, demand improved service from the Public Sector which then triggers the need for a customer/client focused re-engineering process which should put in place value-for-money processes that will reduce waste and duplication, producing an effective and pleasant customer experience.

It is in this light this project was undertaken, focusing on the quality of public service provided by the Federal Road Safety Corps (FRSC), Nigerian Immigration Service (NIS), Federal Inland Revenue Service (FIRS) and Nigerian Identity Management Commission (NIMC) on the provision of services to the public. Specifically, the study is intended at highlighting key governance and service delivery issues faced by the identified service providers in the process of providing their services.

1.1. Conceptual framework

There is a growing recognition among policy-makers and providers that measuring input and output alone is not enough to understand how service delivery works in practice. Rather, the traditions and institutions under which authority is exercised for the common good “governance” also play a crucial role. Good governance is an essential ingredient of reforms targeted at improving service delivery outcomes. The governance and service delivery agenda was the subject of the 2004 World Development Report, “Making Services Work for poor People” (World Bank, 2003), which defined a framework for analyzing the accountability relationships between a triangle of policy-makers, providers and citizens (see Figure 1). Within this framework, policies can either be implemented through a “long route of accountability”, whereby citizens elect policy-makers who in turn influence service delivery through providers, or a “short route of accountability”, through which citizens may directly influence, participate in and/or supervise service delivery by providers. In order for both channels to work effectively, citizens’ opinions regarding their levels of satisfaction with the quality and efficiency of the public services that they receive from providers provide an important feedback mechanism.

Figure 1: Accountability relationships



1.1.1 Framework of Relationships in Delivery of Public Services

Delivery of public services is organized through assigning responsibilities of performing certain tasks to the bureaucracy. Their ability and motivation to perform the tasks decides how efficiently the tasks will be performed. Ensuring proper performance of any task can be analyzed by the ETVX model used in management to document the processes involved. 'E' stands for “**entry criteria**” which must be satisfied before a set of tasks can be performed, 'T' is the set of “**tasks to be performed**”, 'V' stands for the “**verification & validation**” process to ensure that the tasks are performed correctly, and 'X' stands for the “**exit criteria**” or the outputs of the tasks. This also applies to any task performed in the public domain by the bureaucracy. The entry requirement is related to assigning responsibility on some agent (employee functioning as frontline service provider) and providing resources for doing the task.

In the public domain, tasks are assigned by the Executive arm of government. This also requires provisioning of resources such as, funding and manpower. The execution of the task, which is the actual delivery of public service, is performed by the service providers, in whatever capacity. The process of monitoring and evaluation which then follows is to assess whether the task (the service) has been performed or delivered satisfactorily. This

process includes reports generated by the field offices, feedback and complaints received from the citizens who receive the service.

The task can be said to have been performed satisfactorily only if delivery of the service meets the set norms of performing the task. In case it is found after validation that the same has not been done satisfactorily, the lapses are to be rectified which must be done by enforcing necessary corrective measures. This is done by using the authority of the management of the service providers. Once that is ensured and the task is performed properly the process ends and the task is exited).

1.2. Justification of this Study

The public sector of most developing countries is often the target of numerous criticisms – lack of or no infrastructure, absenteeism of service providers like teachers and doctors, poor quality of services, corruption, non-transparency, favouritism, discrimination, etc. While several of these criticisms are usually attributed to lack of resources and the conflict between the needs of equity and those of efficiency, research has shown in general that the correlation between increased public expenditure and actual outcomes or improvements in service delivery is weak.

The lingering of the status quo of inefficient public service delivery with its myriad of constraints and bottlenecks, in the face of the different policies and programmes that have been instituted in Nigeria, has motivated this study to unearth the root cause of service delivery inefficiency in the delivery of public services, with case studies on FRSC, NIS, FIRS and NIMC, in order to shape policies that will focus on addressing the problems.

1.3. General Objectives

The general objective of the study is to identify common constraints and bottlenecks that impair performance in the delivery of services for the 4 identified service providers. This study will provide a systemic review of the evidence available on these constraints and present the implications for the service delivery mechanisms, its financing and modalities. It aims to provide a more structured approach to the evidence by focusing on analysis from a political economy perspective to identify underlying institutional arrangements, symptoms and incentives that contribute to service delivery processes and outcomes in Nigeria.

1.3.1. Specific Objectives

In view of the forgoing and arising from above, the specific objectives of the study are to:

- Identify common constraints and incentive problems that impair performance in a given government function or delivery area that hampers the effectiveness of social service delivery.

- In addition to identifying some of the common constraints across basic service sectors, explore some of the possible relationships between the constraints and their effects on service delivery outcomes.
- To assess the relevance and effectiveness of existing institutional arrangement, incentives, processes, mechanisms and structures for dealing with specific public service delivery outputs, where deep or persistent problems exist
- To provide a more systemic review of the evidence available on these constraints and present some implications of this for choices about service delivery mechanisms
- Proffer strategies to address common constraints, bottlenecks and incentive problems identified.

1.4. Methodology

1.4.1. Data Collection

Four States of the Federal Republic of Nigeria were chosen as bases for data collection: The Federal Capital Territory Abuja, Enugu State, Kano State and Lagos State. These four states were chosen in each of the identified service providers except for NIMC, where only Abuja was considered.

In each of the four locations a team of both junior and senior experts were engaged and all teams were guided by a terms of reference drafted by the SUFEGOR Team Leader. An analytical framework was developed and all the teams carried out their research using the framework.

The analytic framework adopted for this study included:

- Interface meeting with Heads and/or Unit Heads of agencies and their management staff.
- Administration of questionnaires on selected officers of the agencies.
- Questionnaires were administered to randomly selected customers.
- Focused group discussions were also held with some of the agencies' customers.
- Physical analysis of processes used in service output was also conducted.
- Desk Review and Analysis of official documents: collect all available documents relating to Service Delivery in the relevant SDUs
- Mystery Shopping exercise
- Telephone Interview

The data collection process used was a combination of quantitative and qualitative methods, a *mix method approach*, to collect information from the service delivery area.

These methods include:

- **Citizen Satisfaction Surveys**

This provides a quantitative assessment of the service providers' performance on service delivery based on the citizen's experience. Perceptions of customers on waiting time, attitudes of the officials, display of signage for proper directions on process and knowledge about the costs of services were gathered from the questionnaire.

- **Interface with the service providers**

Both Individual and focus group discussions were conducted with officials of the service providers. This was done to gain insight into the challenges and bottlenecks from the perspective of the Service deliverer.

- **Mystery Shopping**

A mystery shopping exercise was conducted at various offices in the selected states. This method was chosen as a means of obtaining first-hand experience into the process accessing the services. Mystery Shoppers carried out activities such as applying via the online portal and visiting the offices to attempt all steps of the process short of paying for the application. The shoppers were also asked to observe the state of the offices. The following questions served as a guide of the elements all the shoppers had to take into account:

- Were the services easily accessible?
- Was the mystery shopper told how much the services cost?
- Was the mystery shopper told how much it would cost for accelerated services?
- Was Mystery shoppers treated with courtesy and consideration?
- Were the Mystery Shoppers offered information, advice and advocacy, if needed, on the process of obtaining the service and related issues and was that information clear?
- Were Mystery Shoppers given the opportunity to submit an enrolment application?
- Were the Mystery Shoppers told when the service would be ready for collection?
- General impression of the physical environment of the Offices

- **Focus Group Discussion (FGD)**

The purpose of the FGD was to get a better insight and in-depth analysis of issues relating to service delivery by the service providers from the customers. Two separate focus group sessions were held, one with the customers and the other with the service providers. A moderator, using a guide, coordinated the session with participants selected from the

customers and the service provider. The focus group sessions provided an insight into the mind of the participants. The FGD for the service provider was conducted with officers from different units of from the service providers' structure. They were encouraged to air their grievances apart from answering the pre-prepared questions provided to them.

1.6. Authorizations and Co-operation

To carry out this research, the Bureau for Public Sector Reform (BPSR) wrote to the Heads of all identified service areas, informing them of the project, possible visit dates, number of days and the purpose of the research respectively. This was done to ensure that researchers were allowed entry into the organizations and given all the assistance they needed. BPSR and SERVICOM staff accompanied the consultants for the fieldwork.

1.7. Orientation of Consultants

BPSR conducted a one-day orientation for all the thirteen consultants and ensured the team had a clear understanding of the task assumed to them.

1.8. Structure of the Report

Section 1 of the report is the introduction. Section 2 presents a literature review of issues pertaining to public service delivery and provision. Sections 3, 4, 5 and 6 present the findings and recommendations from review of the bottlenecks and constraints for service delivery for FRSC, NIS, FIRS and NIMC respectively – from the 4 states¹ selected for the study (Abuja, Enugu, Kano and Lagos).

¹ Please note that Abuja was the only location considered for NIMC review.

2. LITERATURE REVIEW

2.1. The Concept of Service Delivery

“Service delivery is more complex in the Public Sector as it is not just about meeting expressed needs, but finding out the needs that are not expressed, setting priorities, resource allocation and publicly justifying and accounting for what has been done”²



Thus service delivery can be defined as capturing the expectation of citizens that their government’s primary role is to provide them with effective and efficient public services. Policy-makers and service providers are realising that measuring input and output alone is not enough to understand how service delivery works in practice; rather, the traditions and institutions under which authority is exercised for the common good – “governance” – also plays a crucial role. Better governance (improvements in incentives for performance and institutional arrangements for holding service providers accountable) is an essential ingredient of reforms targeted at improving service delivery outcomes.

The quest for improved Public Sector performance has engrossed governments from all over the world. Developing countries, in particular, have found that the bottlenecks and constraints in the civil service have not only slowed down, tremendously, the process of decentralizing government but also on a larger scale they have stunted the economic growth of nations³. Bottlenecks have long dwarfed the development of infrastructure, an aid to Foreign Direct Investment, which is one of the ways countries fund their economic growth. Part of the reason The Republic of Kazakhstan embarked on its face changing “Kazakhstan 2030” project in 1997, was because it needed to attract Foreign Direct

² Darma and Ali 2014

³ Charman and Assangaziyev 2015.

Investment to build the capacity it needed to develop its massive hydrocarbon and mineral reserves⁴.

Countries are continuously undertaking Public Sector reforms to improve the quality of the service delivery to its citizens. This is because Public Sector performance is measured by the public's perception of public service delivery. The more efficient and effective the services offered are, the better the performance of the government of the day in the eyes of its citizens⁵. Citizens expect good service in return for the taxes they pay. This means that public service delivery must become increasingly customer centric. However *“to become truly customer-centric, Public Sector organisations need first and foremost to gear their cultures towards serving the customer. That means aligning agency and customer priorities. It means understanding the complexity of different customer groups and providing them with a choice of channels and interfaces via a demand-driven model – the more customers that there are, the more channels they tend to use according to the level of support and guidance they need. It means addressing agency silos so that customers can be served effectively through a single point of contact. And it means using truly customer-centric metrics to motivate staff.”*⁶

Policy analysts have classified the constraints and bottlenecks to service delivery in government establishments into political, Institutional, Incentive based, behavioural and accountability factors. Within each classification there exists a plethora of divergence of opinions.

⁴ Ibid,

⁵ PriceWaterhouseCooper 2007

⁶ Ibid, 15

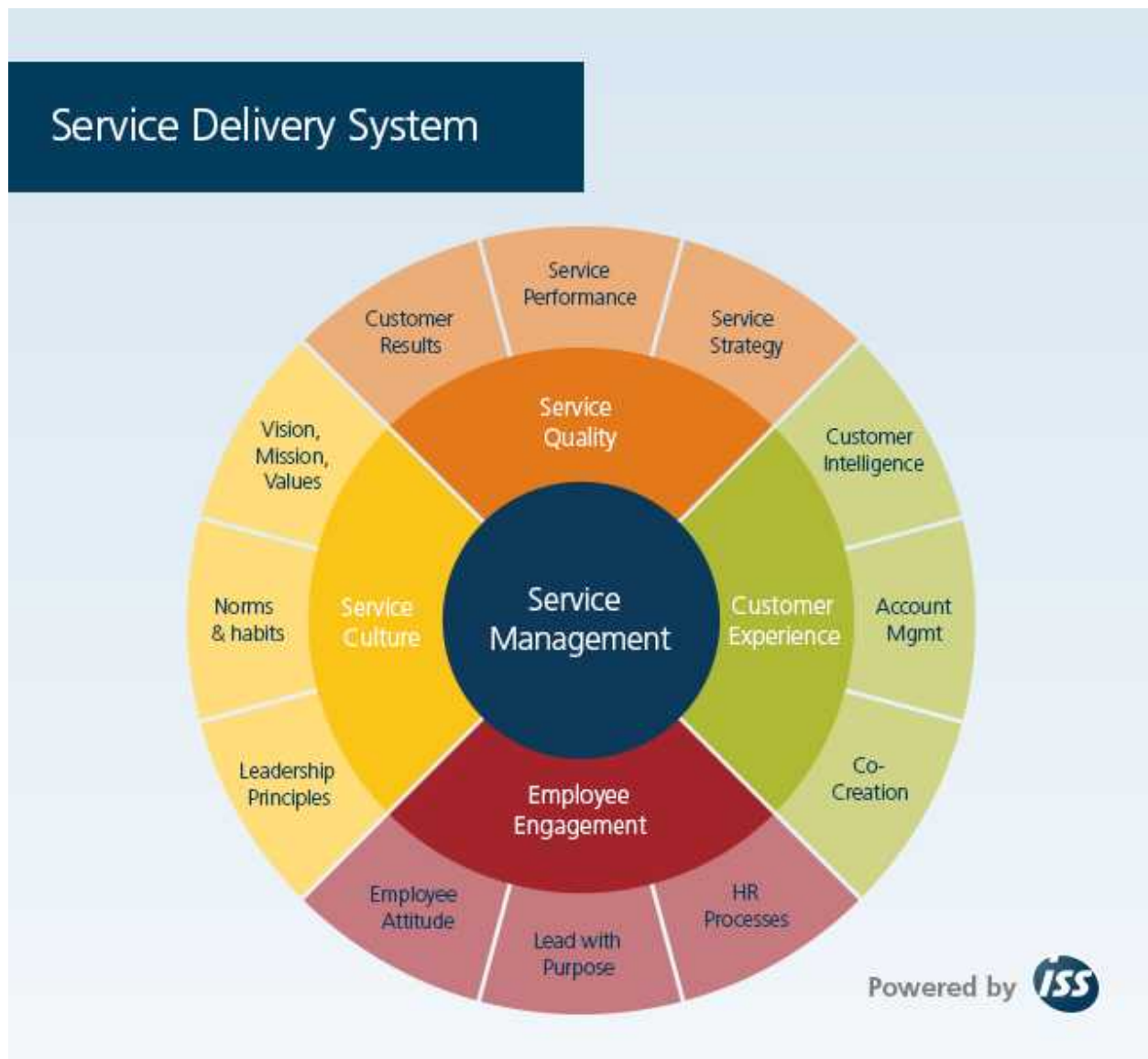


Figure 2: Service Delivery Management

Service Excellence Model. Source: Ankerstjerne & Anderson, 2013

Figure 2 shows that organizations must be careful when designing their service delivery system. A great service management model is built on a thorough understanding of what is creating value to the customer and how to engage frontline employees in the delivery process. The four key elements in such a system are: Service Culture; Employee Engagement; Service Quality; and Customer Experience. These four areas contain a diverse and complex set of processes. It is a key message however, that none of the four focus areas are more important than the others. In fact, a balanced approach proves to be the key to success.

In the present time, the Public Sector is facing various challenges on how to serve the customers better. Traditionally, the Public Sector has been static, executing policy that has been mandated by legislations but in recent time citizens are becoming aware of quality of services and there is a need for a fresh approach that puts the customer at the heart of the design and delivery (PWH-, 2007).

Customer-centered approach involves creating a framework. The framework consists of seven simple principles, which are aligned with Democracy and Accountability.

Democracy and accountability require:

1. **Consultation:** Users and consumers of public services should be consulted about the level and quality of the services they receive and, wherever possible, to be given a choice about the services that are offered.
2. **Service standards:** Users and consumers of public services should be told what level and quality of service they will receive so that they are aware of what to expect
3. **Courtesy:** Users and consumers of public services should be treated with courtesy and consideration
4. **Information:** Users and consumers of public services should expect full, accurate information about the services they are entitled to receive
5. **Openness and transparency:** The public should expect to be told how national departments and provincial administrations are run, how much they cost, and who is in charge
6. **Responsiveness:** Users and consumers of public services should expect that, when the promised standard of service is not delivered, they will be offered an apology, a full explanation and a speedy and effective remedy, and that any complaint will produce a sympathetic, positive response
7. **Value for money:** The public should expect that public services will be provided as economically and efficiently as possible.

2.2. The Politics and Governance of Public Services in Developing Countries

Politics and governance have become central to explanations of the widespread under-provision of public services in developing countries. Political analysis offers an understanding of what might otherwise appear to be exclusively managerial or capacity problems. Together with the revival of concern of the politics of development, it has become common currency in development circles that we cannot rely exclusively on technical, capacity-based explanations to understand bottlenecks and inefficiencies in public services.⁷

Recent moves to supplement donors' country-level governance assessments with sector-level political economy analysis are an indication that development agencies are taking the politics of service provision more seriously (GSDRC, 2009).

A small but growing niche of academic research is beginning to critically examine how political economy factors – typically centering on actors, institutions, and incentives -

⁷ Mcloughlin, C. and Batley, R. (2012).

influence whether and how basic services are provided and to whom⁸ (McLoughlin and Batley, 2012). In doing so, it is dismantling some of the catch-all explanations of failure that have dominated the literature up to now, such as lack of political will (Crook, 2010).

2.3. Incentives

It is argued⁹ that the starting premise for the new political economy of service provision is whether and how basic services are provided, and to whom, can be explained by differences in the way political institutions operate. Political institutions give policymakers incentives to act on service provision both at the level of the state and at the ‘street level’ (Lipsky, 1980) where citizens experience services. Thus, we have what Joshi and Houtzager (this issue) describe as the two-fold problem of service provision. In terms of the former, to what extent does representative democracy create an incentive in the form of meaningful accountability? In terms of the latter, what incentives do street-level bureaucrats have to deliver services well, and to deliver them universally rather than skewing them towards certain ethnic or other kinds of groups?

2.4. Accountability: Top-down and Bottom-up

Holding elites and street-level providers to account is a powerful incentive for them to raise their game but systems of accountability are also important and not only as ways in which incentives are generated. Unfortunately, at least since the World Bank’s World Development Report (WDR) 2004 (World Bank 2003), we have been painfully aware of the gap between how accountability frameworks are supposed to operate and how they operate. Studies from all over the developing world have identified dysfunctional relationships between clients, politicians and service delivery organizations, which get in the way of demand-responsive services (McCourt, 2007; Keefer and Khemani, 2003). Accountability has been viewed from both the top down and the bottom up; respectively, ‘vertical’ or ‘long-route’ accountability of service providers up the organizational hierarchy to their superiors and through them to politicians, and from politicians to citizens through the ballot box; and ‘short route accountability’ of service providers directly to their clients. (Long- and short-route accountability are terms coined by WDR 2004, which favored the short route. See also O’Donnell, 1998.)

From the top-down perspective, the focus has been on how formal political institutions, including regime type, political parties and the dynamics of political competition, influence the accountability of providers. One explanation for the widespread failure of accountability systems is that of ‘political market imperfections’. In developing countries, it is argued, there are glaring information asymmetries between service users, politicians and providers. Users simply don’t know who to blame when services are not effective and efficient. Thus, the electoral competition which we see over public services in some industrialized countries fails to arise. Moreover, politicians would not be credible if they

⁸ Ibid,

⁹ Ibid,

tried to compete for votes on this basis, given their history of favoring groups in service allocations (Keefer, 2007).

Empirical studies have detected this pattern in many places. Some such studies have found that electoral politics generate incentives for politicians to steer public goods to ethnic or groups that favor or whose support they need (Andre and Mesple-Somps, 2009, and Burgess et al, 2010). Targeting provision at those groups may, unfortunately, be a more cost-effective way of attracting electoral support than delivering good public services to everyone (Collier, 2007). Likewise, popular demand for political accountability may be weak in emerging democracies with legacies of less deliberative political systems (Bratton and Logan, 2006).

The literature which approaches service provision from a bottom-up perspective has been concerned with the conditions under which 'social accountability' based on citizens' and users' engagement motivates service providers to do better. But we have learned that citizen-centred accountability is no more a panacea than top-down accountability. Informal controls over public officials are likely to be an inadequate substitute for vertical accountability (Hossain, 2010). Likewise, it may be only a small minority of citizens who directly petition public officials (Unsworth, 2010). Direct user pressure may face severe generic limitations, as Booth (2011) argues in this issue, especially when top-down authority and control are inadequate (Crook, 2010; Leonard, 2008). Consequently, even the strongest advocates of citizen voice and accountability acknowledge the need to work on 'both sides of the equation', making alliances between politicians and senior public officials on one side and groups representing citizens' interests on the other (Benequista and Gaventa, 2011: 39).

2.5. Services and State-Society Relations

Literature on the links between the politics and governance of public services has focused on the influence of politics on services. However, since the mid-2000s, an interest has emerged in the opposite direction of causality; that is, the effect of services on the very legitimacy and stability of the state. This new concern with the feedback effects of service performance reflects the state-building agenda that some donor agencies have pursued, particularly in 'fragile states', and often in uneasy combination with a foreign military presence. In such countries, where the fundamental capacity and legitimacy of the state cannot be taken for granted, the provision of basic services has been conceived as part of what constitutes the social contract and state-society relations (OECD, 2010; DFID, 2010). There has been limited empirical research on this aspect of service provision in state-building up to now.

In Niger, as in most African countries, the implementation of public policies poses enormous challenges: there is no guarantee that the state will deliver public goods and services of reasonable quality. Local measures to bridge the gaps are usually informal, with

all the strengths and weaknesses that informality implies. Some are more institutionalized. However, these can face opposition from the state, which may block local solutions without providing effective alternatives. The Laboratoire d'études et de recherches sur les dynamiques sociales et le développement local (LASDEL). LASDEL has been undertaking research in three municipalities (communes) in Niger since 2009 within the framework of the Local Governance work stream of Africa Power and Politics (APP). The focus is on four areas of 'public goods' provision: drinking water and sanitation, security, markets and maternal health. The primary data collection has been qualitative, involving residence in the field, observation, open-ended interviewing and case studies

Four major conclusions emerged:

- Front-line state services are incapable of delivering the expected goods.
- Local improvisation and palliative measures are the norm, with a variety of local actors involved and users often co-financing the costs. The state ignores such measures, which usually remain informal.
- When local measures become more formally institutionalized, if they are contrary to official policy they may be blocked by the state, even if its own policy is not working.
- In such contexts, development agencies contribute only marginally to improving provision through direct intervention, but they can play a useful indirect role by supporting local initiatives.

The state lacks credibility with other players because of its inability to undertake effective measures in a sustained way, the sharp contrasts between intentions and the reality on the ground, and a string of broken promises. Decentralization, for example, and the 2004 creation of elected municipal authorities throughout Niger were carried out without real political backing. Rather than supporting the new municipalities, central government put barriers in their way, and the funds that the state committed to return to city councils were never disbursed.

2.6. Identifying Common Service Delivery Constraints and Bottleneck: Empirical Evidence

Several Studies have been conducted to highlight common constraints in service delivery. Notable among these studies is the research by the ODI paper 'Common constraints and incentive problems in service delivery' authored by Leni Wild et al. The study provided a structured overview of available evidence, to map what seem to be the common governance constraints across sectors and countries. This although not suggesting that all constraints are present in all countries in focus; far from it, each context has a set of historical legacies and structures that shaped whether and how these constraints manifested themselves.

Developing a typology of common constraints, with a deeper look at how each plays out in terms of the constraint itself and the symptoms and effects, is nevertheless useful. First, it

enables us to attempt to improve consistency and secure common agreement in terms of the key concepts and categories for governance constraints, something that is currently lacking. Second, it potentially allows for improved diagnosis of the types of constraints that might affect under-performance and for an understanding of how particular symptoms may signal some underlying constraints.

The study relied on secondary literature as evidence, with most of the case studies identified taking the form of standalone studies or cases, based largely on qualitative analysis. Others used more experimental methods, such as randomized control trials, also at the level of individual projects or cases. The study concluded that much of the evidence did not have explicit theoretical frameworks and there were common inconsistencies in terms of how different terms were applied. For example, concepts like ‘political will’ and ‘weak incentives’ were often referred to but rarely further developed in terms of the specific institutional and governance arrangements that contribute to them. This made it challenging to draw on these case studies from a more theoretical perspective. It also suggests that a more structured and conceptually grounded approach could be important going forward, particularly to allow for greater cross-country or cross-sector lesson learning.

As a step towards this, the study identified five main categories of governance constraint: political market imperfections; policy incoherence; lack of performance monitoring; collective action challenges; and issues of moral hazard. Across the three sector areas reviewed (education, health, water and sanitation), and across multiple countries, these categories describe general characteristics within the wider political system that can act as constraints to service delivery and which shape actors’ decision logics and incentive structures.

Table 1, shown the five common political economy constraints and incentive problems that seem to affect levels of performance of service delivery outcomes:

- Political market imperfections
- Policy incoherence:
- Levels of performance oversight or monitoring
- Lack of effective performance oversight
- Moral hazard

Also highlighted are some of the more visible or observable ways in which governance constraints can manifest themselves (Explanatory variables); they may be useful signals or warning signs of potential constraints.

Governance Constraint	Definition	Explanatory Variables	Symptoms of Constraint on Service Delivery
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Political Market Imperfections	Perverse political logics often based on patronage or clienteles relationships, contributing to short term, populist policies and biases to visible outputs	Questions about the Credibility of political commitments, Imperfect voter information, Social fragmentation or polarization	Diversion of resources; poor supervision or monitoring of human resources.
Policy Incoherence	Contradictions within policy design, structure and roles, meaning some part or the entirety of policy design is un-implementable or unimplemented	Horizontal Incoherence, Vertical Incoherence	Undefined roles and responsibilities for service delivery; Greater opportunities for patronage/resource diversion
Levels of performance oversight or monitoring	Insufficient performance regulation and weak accountability (either top down or bottom up) contributing to users exiting from provision.	Formal and Informal monitoring insufficient, Exit of users	Undefined roles and responsibilities for service delivery; Greater opportunities for patronage/resource diversion
Challenges for Collective Action	Weak Capacity of actors to coordinate their activities and work together productively	Extensive number of interest groups, including political parties, civil society, unions, communities	Weak regulation of providers; users exit rather than; voicing complaints
Moral Hazard	Availability of aid or other resources that insulate the state (or others) from the consequences of their actions or inaction	Revenue from natural Resources preventing development and fosters corruption	Underinvestment in key areas and low visibility of local actors, More Cash = Faster Service

Table 1: Five common political economy constraints and incentive problems that affect service delivery outcomes (Adapted from Wild et al, 2012)

These constraints seem to have some general effects on service provision and outcomes, in that they can undermine access to services and service quality or exacerbate patterns of inequality or the marginalization of groups. Across the case studies, multiple examples were identified where these constraints have contributed to deteriorating systems, unmaintained provision, weaknesses in human resources (where service provider staff are absent, untrained or perceived as rude or unresponsive) and the withdrawal of users, who opt out of formal provision and instead rely on unregulated and often informal services. In some countries, these constraints have resulted in the neglect of groups (ethnic, religious or regional), often increasing their marginalization and in some cases spilling over into more violent conflict.

While causal relationships are challenging to identify – and multiple factors in practice can contribute to under-performance – this review finds that it is helpful to distinguish between underlying constraints and their symptoms. This provides some insights into how governance constraints can contribute to some of the effects identified.

Symptoms of governance constraints can be observable features of sub-optimal service delivery. These may include problems of staffing or common performance measures in sectors, for example relating to the poor supervision of politically loyal staff and resulting poor behavior. They often manifest themselves in terms of decisions regarding resource allocation and distribution, the nature of human resources (i.e. staffing allocations and performance) and patterns of use and demand for services.

2.6.1. Political Market Imperfection

“Perverse political logic often based on patronage or clientelistic relationships, contributing to short-term, populist policies and biases to visible outputs” (Wild et al 2012). Keefer and Khemani (2005) stated that the incentive of politicians to provide broad public goods and reduce poverty varies across countries. That even in democracies, politicians often have incentives to divert resources to political rents and private transfers that benefit a few citizens at the expense of many. The distortion they claimed can be traced to imperfections in political markets that are greater in some countries than others. Asymmetric information makes it possible for the politicians to divert resources.

Symptoms associated with these forms of political market imperfections include but are not limited to the diversion or misuse of resources and poor supervision of politically appointed staff. Omar (2009)¹⁰, states that the hindrance to service delivery is not as much funding as it is the use of funds acquired (a view that is somewhat shared by Shridhar 2007¹¹. “In Malawi, funds collected for water kiosks were instead diverted by chairs of committees to the dominant party; the water board was unable to request for payment as committees were linked to the ruling party (Cammack, 2012; Cammack and Kanyongolo, 2011)”. In South Sudan, it meant high salary expenditures and poorly qualified staff in ministries, contributing to shortfalls in other areas, such as capital and operational costs¹². In Nepal, accountability and performance oversight were limited for the reason of political connections of staff and influence of political parties (Jones, 2012). In Niger, problems of political interference with human resources contributed to the frequent understaffing of rural health units¹³ and this has negatively affected service delivery in the rural health units.

Harris et al (2012) discussed about the political economy of water pricing regime in Freetown, Sierra-Leone. The Study was targeted at improving services of the country’s water supply; the problem was used to highlight the failure of water services agencies to improve water supply activities especially in Freetown. The Study traced the problem to

¹⁰ Page 274-275

¹¹Page 348-349

¹² Euro Trends 2009

¹³ Diara 2010

“inability to set, monitor and enforced appropriate tariff for urban water services”. This has led to insufficient revenue for steady operation and maintenance. It has also affected the ability of the system to extend water supply to much of the population.

2.6.2. Policy Incoherence

Wild et al (2010), defined this broadly as contradictions (both within and across sectors) in policy design, structure and roles that mean part or the entirety of policy design becomes un-implementable or unimplemented. Policy in this context, include not just strategy but organisational mandates, funding flows and implementation capacity¹⁴. “This may include aspects of poor coordination but also broader contradictions within the policy framework, which act as barriers to implementation. Policy incoherence can be manifested horizontally, with overlapping mandates and confused responsibilities among co-providers and other public bodies, or vertically, where policies do not have clear implementation plans or funding, or do not take account of existing informal practices. Where political market imperfections are present, they can often reinforce forms of policy incoherence”¹⁵. The experience of Cameroon’s health sector, where the process of decentralisation did not ensure the alignment of health district and territorial administrative boundaries (Gruénais et al., 2009) typified manifestation of the horizontal incoherence. This meant that, in practice, a single health district served several administrative districts, resulting in unclear supervision lines. In other cases, ‘health areas’ were located in more than one health district and/or more than one administrative unit (ibid.).

In the Kenyan water sector, Rampa (2011) identified that horizontal coordination was very weak, with 11 ministries sharing some responsibility for water. An ambitious reform programme in 2002 established an additional 13 new parastatals, and decentralisation further increased the number of autonomous regional bodies. This led to proliferation of actors and a large influx of funds opening up multiple opportunities for rent seeking and a ‘scramble for resources’. It also resulted to “bias of resources allocation to urban over rural areas and particular groups, as a consequence of the interest of government and business elites.

2.6.3. Levels of Performance Monitoring and Oversight

This explains a situation where formal process for monitoring and supervision are not followed or enforced. Monitoring and supervision process are ambiguously defined. This includes both top-down and bottom-up forms of monitoring. This has resulted in forms of exit, where users opt out to informal providers, as a result of dissatisfaction or a lack of choice in the formal system. Users may opt for the unregulated or illicit means to access service if user accountability has been disrupted.

¹⁴ Booth 2010 as adapted from Wild et al

¹⁵ Wild et al

Generally, the symptoms of a lack of performance monitoring and oversight include poor regulation and a lack of authority over service provider staff and processes. In Niger, unclear monitoring and supervision procedures for health workers trained under the Special Programme of the President meant that district health authorities had little formal authority over them¹⁶. This led to poorly trained health workers who reportedly disregarded the authority of health centre staff and were not answerable for their performance (Olivier de Sardan, 2010; 2012). Challenges also arose where referral systems were not respected, so that transfers from health centres were commonly directed towards towns and cities rather than provincial hospitals, putting serious strain on health systems, as rural hospitals were underused and urban hospitals overused (ibid.).

In Uganda and Malawi, formal processes for monitoring and supervision are not followed across the chain of service delivery provision. This stems from a number of structural and institutional features. In Malawi, it has meant a growth in illegal and unregulated private sector health care, opening up greater health risks for patients.¹⁷ In Uganda, non-functioning supervisory and inspection mechanisms have meant health units and staff have not been subject to active oversight, with public facilities often closed and high levels of health centre staff absenteeism, alongside reports of shortages of public medical supplies and essential equipment¹⁸.

2.6.4. Collective Action Challenges

This refers to the weak capacity of actors to coordinate their activities and work together productively. Ability of actors to coordinate their activities and work together will exert positive impact on service delivery. This is particularly relevant for the effective delivery of many public services, which often requires contributions from multiple actors, that is, they involve not just frontline service providers but also users, local and central government authorities, non-state actors and others. Collective action problems can therefore arise at multiple levels, and reflect the multiplicity of actors, where the distribution of costs and benefits prevent individual actors from coordinating and working together productively to generate services¹⁹.

In Freetown, cost recovery within the water sector and improvements in quality and coverage of services depend in part on collective adherence to payment of water tariffs, and payment for water by any single service user is insufficient without that of other users²⁰. However, features of the underlying political economy have meant no collective adherence to tariffs; instead, a significant number of service users remain immune from sanctions for non-payment and this effective immunity created a free rider problem²¹.

¹⁶ Diara 2009

¹⁷ (Cammack, 2011; Cammack and Kanyangolo, 2010).

¹⁸ Booth, 2010; Golooba-Mutebi, 2011

¹⁹ Gibson et al., 2005; Olivier de Sardan, 2012

²⁰ Harris et al., 2012

²¹ Ibid,

Capacity constraints or political incentives may mean that national policies and strategies in fact undermine local problem solving and collective action. In Liberia, there are strong legacies of community involvement in education, stemming from Liberia's long period of instability (1989- 2003), when community-driven initiatives were necessary to ensure some level of provision (IIEP, 2011). However, in the post-conflict period, with a highly centralised system, the role for communities has been weakened. As a result, there are limited discretionary funds to support collective action at local levels (e.g. for district education officers) (ibid.).

2.6.5. Moral Hazard

This refers to cases in which actors are protected in some way from the consequences of their actions or inactions. This is explained within the context of the availability of aid or other resources devoted to service provision, which reduces provider's incentives to develop service delivery systems over the long term. This is likely to result in a wide variety of dysfunctional behaviour on the part of those actors insulated from the risks associated with their decisions (whether they are part of the state, service users or service providers), such as an unwillingness to put the sector on a sustainable financial footing (whether through user fees or, in the case of public providers, through raising sufficient own revenues) or to invest resources that are available. As moral hazard indicates an incentive problem rather than a capacity problem, it is important to differentiate cases where providers choose not to adopt and enforce necessary measures for sustainable service delivery from cases in which they are actually unable to do so.

Harris et al., 2012, are of the view that the presence of sufficient donor funding, and knowledge that the government would not let the water utility in Freetown, Sierra Leone fail completely, reduced incentives for the collection of tariffs. This was despite the fact that the utility was at least partly corporatized so as to provide it with incentives to operate in a financially sustainable manner. While there were several constraints on the financial sustainability of water services, moral hazard provides a useful, albeit partial, explanation for the behaviour of utility employees and the government (ibid.).

Also in Niger, water boreholes have been provided almost exclusively by NGOs, with little consultation with local authorities. As a result, local authorities have been unable to map existing provision effectively, reducing their ability to plan for improved provision (Olivier de Sardan, 2010)

Flowing from the above, it shows that although symptoms can be useful signals of a possible underlying governance constraint, but reform processes are unlikely to be effective where they only address these symptoms (e.g. staff shortages or training, poor financial management) without engaging with some of their underlying drivers (poor performance disciplines, policy incoherence and so on). This suggests a need to more effectively

diagnose the nature of the specific governance constraint(s) and their potential symptoms early on and in more systematic ways.

2.7. Service Delivery in Nigeria

The Nigerian public service is the engine for delivering public goods and services and is central to promoting social and economic growth. The public service administration determines the decision-making structures that select policies and priorities; it allocates the resources (financial, physical and human) to address these priorities; and develops the frameworks, structures and processes through which priority services are delivered. The Federal Civil Service Commission has been dogged with credibility problems and has been perceived by many to be corrupt and inefficient (Oyedele, 2015). It is against this background that the Federal Government of Nigeria established Service Compact (SERVICOM) to be at the center of national efforts toward bringing quality service to its citizenry. The primary purpose is to raise public awareness on the need to serve Nigerians right, and why Nigerians suffer amid plenty, due to inefficiency and corruption with impunity over the years.

2.7.1. Policy Framework

In June 2003, Former Olusegun Obasanjo²² stated that, “Nigerians have for too long been feeling short changed by the quality of public service. Also, our public offices have for too long been showcased for the combined evils of inefficiency and corruption with impediment of ineffective implementation of government policies. Nigerians deserve better, we will ensure that they get what is better”.

It is against this background that he organized a retreat of Ministers and Permanent Secretaries, with other top members of the Executive team, to assert the ownership of the initiative to serve Nigerians better, through purposeful leadership attributes of selflessness, integrity, accountability, openness, honesty and patriotism.

This led to the SERVICOM declaration of 1st July 2004 and the creation of SERVICOM in most Public Service offices and institutions in Ministries and extra-ministerial departments in Nigeria. The policy framework on service delivery is encapsulated in the SERVICOM framework. Service Compact with all Nigerians (SERVICOM) is an acronym for effective services delivery in Nigeria.

2.7.2. Legal and Institutional Framework

SERVICOM is a social contract between the Federal Government and the people of Nigeria. Details of the citizens’ rights are contained in SERVICOM charters, which are now available to the public in all government agencies where services are provided. The charters tell the public what to expect, how to expect it, and [provide] clear process of grievance redress in case of service failure. SERVICOM is based on quality service designed around consumers’ requirements. The scheme applies to all government

²² Eke 2016, pg 289

establishments including ministries, agencies, parastatals and other government departments.

Under the scheme, each government entity is required to prepare and publish a SERVICOM Charter, which must include basic components such as a description of service, mission, and vision statements; details about customers; service delivery that customers may expect; and a grievance redress mechanism. In addition, the Charter must contain a statement of what the service requires from staff, management, and customers, or even the government, to guarantee the delivery of the services. This has been described as “the other half of the contract”²³

The SERVICOM Office monitors the implementation of SERVICOM Charters by service providers. To this end, the Office conducts a periodic evaluation of service providers and publishes results of its findings on its website. The Office also facilitates the resolution of consumer complaints by service providers. SERVICOM Charters are now a common sight at Government establishments in Nigeria.

The question is: To what extent can a consumer rely on a SERVICOM Charter to enforce his or her right in the event of shoddy services? At the moment, the charter can be said to be lacking in effectiveness. Olaopa (2008), infers that the tenets of SERVICOM should be widely publicized, coordinated and given “Legal teeth” to make it effective.

2.8. Situation Analysis

Service delivery in Nigeria has been largely ineffective (Okon, 2008). In the light of the numerous weaknesses associated with the Nigerian public service over the years, reforms are always long overdue. Public service delivery in Nigeria has recorded a history of woeful failure and disappointment, particularly in public enterprise sub-sectors such as Power Holding Company of Nigeria, Nigerian Telecommunication Limited (NITEL), Nigerian Postal Services (NIPOST), Nigerian Railway Corporation (NRC), Nigerian National Petroleum Corporation (NNPC) etc.

Nepotism, favoritism and general tardiness are the general makeup of the Nigerian Civil Service today. This situation has had damaging effects on the trust the citizens have in public service administration and other social institutions in Nigeria.

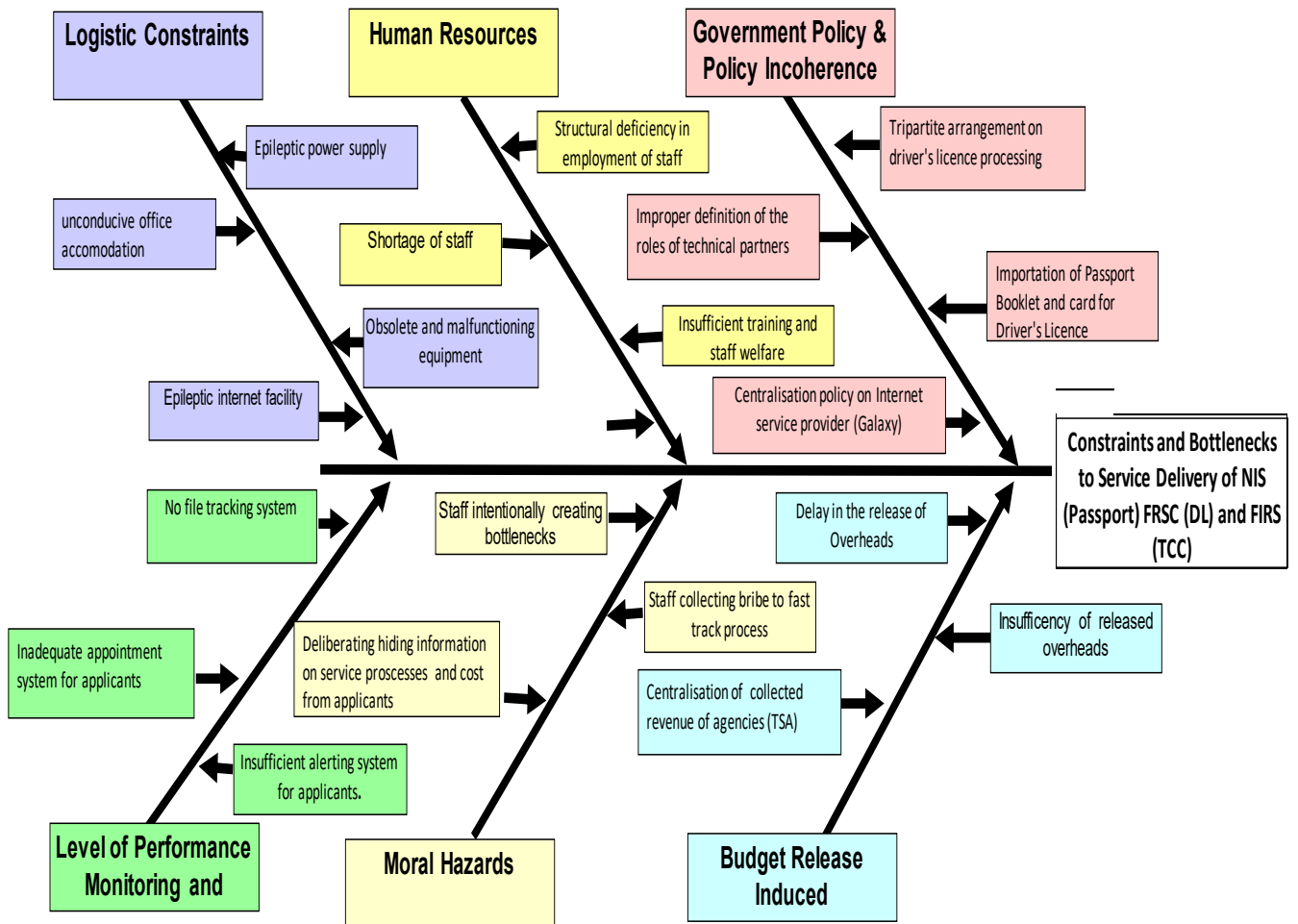
2.9. Service Delivery Constraints: Cause and Effect

A Cause and Effect diagram (Fishbone Diagram) of Service Delivery Constraints and Bottlenecks was developed in the targeted service areas. The Fishbone diagram offers a graphic display and summary of the causes of service delivery issues.

Figure 3: Causes and Effects diagram illustration of the identified constraints and bottlenecks for Service Delivery

²³ SERVICOM Booklet, pg 18

Fishbone Diagram



3. Common Constraints and Bottlenecks to Service Delivery in the Process of Obtaining a Driver's License from the Federal Road Safety Corps (FRSC)



3.1. Issuance of Driver's Licenses in Nigeria

As the population in Nigeria increases, so do the number of vehicles. Therefore, the demand for new or prolonged driver's licenses is at an all-time high. In Nigeria, The Federal Road Safety Corps (FRSC) is responsible for issuing licenses to motorists. The commission has formulated new procedures for obtaining new, or renewing old, drivers' licenses in Nigeria. The Federal Road Safety Commission (establishment) Act of 2007 define the function of FRSC, inter alia, as designing and producing the drivers' licenses to be used by various categories of vehicle operators.

The Federal Road Safety Commission is structured along zonal commands, Sector commands and unit commands. It currently has 12 Zonal commands, 37 Sector commands and 204 unit commands. The FRSC has also created a number of specialized Units known as Corps Offices for effective performance. These are: Public Education, Intelligence Office, Provost, Legal Services, Corps Secretary, Corps Audit, Corps Transport Standardization, Corps Budget, Medical and Rescue Services, Corps Procurement and

Corps Safety Engineering Office. The Information Technology Centre (ITC), Project Implementation Office and Planning Advisory Unit lend additional support to the Departments and Corps Offices.

The steps for obtaining a driver's license have been somewhat simplified using a database driven website, the FRSC official website²⁴. The steps involved have been broken into two sections, sections A & B, for renewal of old and obtaining of new licenses, respectively. The new motor vehicle administration regime has long been a necessity as it has been imperative to harmonize and unify all existing modes of licensing for both drivers and vehicle registration. The scheme set out to address a plethora of safety and security enforcement challenges such as the absence of database on vehicles owners. The scheme has recorded some level of success.

The relevant traffic regulation(s) such as the National Road Traffic Regulations, 2012, Regulations 45(2), 52(1) and (2), 50(1) and 45(3)(e) provide for an applicant for a driver's license to meet the following conditions;

- a. Be 18 years and above;
- b. Be physically and mentally fit;
- c. Pass a driving test and;
- d. Pay the prescribed fee.

However, the law has also made special provision for the age limit of applicants for commercial or professional drivers' licenses (not below the age of 26, **Regulation 45(4)**). If the Applicants meet these requirements, they qualify for a driver's license valid for three years. However, in the face of the spate of road crashes in the country the need to conceptualize new ideas arose. In keeping with global best practices, the FRSC through the driving school standardization program made it mandatory for fresh applicants to attend certified and approved driving schools. Specifically, the National Road Traffic Regulations 2004 mandates all learner drivers to observe the following rule: attend a certified and approved driving school as a prerequisite to obtaining a fresh driver's license.

As part of the strategy to improve the process, the rule was amended specifically with respect to fresh applicants. The new rule requires applicants obtaining a Driver's License for the first time to do the following; attend a training at FRSC accredited Driving school for at least 26 working days, after which they will be presented by the Driving school to the Vehicle Inspection Officer/Road Traffic Officers for a driving test. Applicants must pass the driving test and obtain a certificate of proficiency for the new license from the VIO. After this, applicants will make a payment online via the pay4me or make direct payment through the platforms at any bank. The applicant will then submit completed forms to the State Board of Internal Revenue for endorsement, collect payment receipt for State Board of Internal Revenue where applicable and Proceed to the Driver's License Center for biometric data capture. After the biometric exercise, applicants will obtain a temporary

²⁴ www.frsc.gov.ng

Driver's License and pick up the original License at the State Board of Internal Revenue office after 60 days.

While still learning, the learner driver must, besides displaying an 'L' sign, be accompanied by a licensed driver-instructor sitting beside him to drive a vehicle or type stated in the permit from a period not exceeding three months from the date of issue on the highways specified in the permit. Besides, the permit in itself forbids the learner from carrying any person other than the instructor. In addition, the learner-driver must at all times comply with relevant traffic rules and regulations **Section 27, subsections 1-3 of the National Road Traffic Regulations**. These provisions are constantly abused by learner-drivers.

The three stage Graduated driver's license is an improvement from what had existed before now. It is broken into three parts the first part is the pre adult (18-25) category. Those within this group, after satisfying the relevant tests and other procedures as stated in the quoted sections, are issued with a driver's license that is renewable after every year. Class B license. The second, the adult (26-64) year category, is renewable after three (3) years. Only applicants within this category are qualified to apply for a commercial driver's license.

However, for such applicants who already possess a class B (private) to qualify for a commercial driver's license they must belong to a transport union, attend a driving school and pass a medical test administered by a government hospital. The last category is the post adult category meant for people between the age of 65 years and above. Like the pre adult category, this group's driver's license is renewable every year after proof of medical fitness. The rule for applicants applying for a renewal of their Licenses requires applicants to obtain relevant forms at the State board of Internal Revenue. They can also complete the form online at www.nigeriadriverslicense.org and print the form. Applicants will make the payment online via pay4me or pay direct payment platforms or at any bank after which the applicant will submit completed forms to the VIO/Board of internal revenue for endorsement and collect payment receipt from the State Board of Internal Revenue where applicable. The Applicant will then proceed to the Driver's License Centre (DLC) for biometric data capture, obtain a temporary Driver's License and pick up the original License at the State Board of Internal Revenue Office after 60 days.

3.2. Sampling

Surveys and Focus Group discussions were carried out in 15 DLCs. 125 staff of FRSC were interviewed as well as 300 service users.

Table 2: Summary of distribution of sample size for FRSC exercise

Location	Number of offices visited	Service Provider Sample size	User Sample Size
Abuja	4	25	120

Enugu	3	25	25
Kano	3	25	25
Lagos	5	50	125

- **Abuja**

Due to time and resource constraints the sample size for the Survey on Customer Satisfaction Survey was pegged and 120 users were interviewed. Officers were selected at random to take part in the FGDs.

- **Lagos**

For Lagos location, the inclusion criteria for sample selection of service providers was not based on grade level of staff (officers), but on the functions they perform in the process of service delivery in each of the agencies that we surveyed. 10 service providers were selected in each of the branch offices of FRSC. Five FRSC driver's license centers (DLCs) were visited.

In summary, 50 officers in FRSC (DLC) were sampled. The sample size were considered representative enough to form opinion about the status of the services of these agencies.

- **Kano**

25 service users were selected and surveyed for the exercise. Management staff were selected for the Focus Group and in total 25 staff members were selected to represent departments/units in the MDA.

- **Enugu**

25 service users as well as 25 service providers from were selected for the survey at the FRSC.

3.3. FRSC and Service Delivery in the Selected States

The Federal Road Safety Commission (establishment) Act of 2007 define the function of FRSC, inter alia, as designing and producing the drivers' licenses to be used by various categories of vehicle operators. Generally, the entire process is covered by three agencies, one is a federal agency, The FRSC, and the other two agencies are state run. In Lagos the state run Motor Vehicles Administration Agency (MVAA) is also involved in the process while in the other states surveyed, the Board of Internal Revenue (BIR) is involved in the process.

Responsibilities of the Agencies involved

The three related agencies mentioned above have specific mandates in the issuance of Driver's License

- **FRSC** is responsible for designing and producing the Driver's License to be used by various categories of vehicle operators for all drivers in the federation.²⁵ The FRSC also determines from time to time the requirements to be satisfied by applicant for a Driver's License²⁶. The Commission is also responsible for establishing and maintaining a Central Data Bank for vehicles and Driver's License for the Federation²⁷.
- **VIO** is saddled with the responsibility of testing the proficiency of potential drivers.²⁸
- **BIR** is responsible for determining the price to be paid by an applicant through the Joint Tax Board (JTB) and ensures the collection of such payment. (In Lagos, the MVAA merely authenticates the payments made by the applicants).

²⁵ Federal Road Safety Commission (Est) Act, 2007, Section 10 (3) (d).

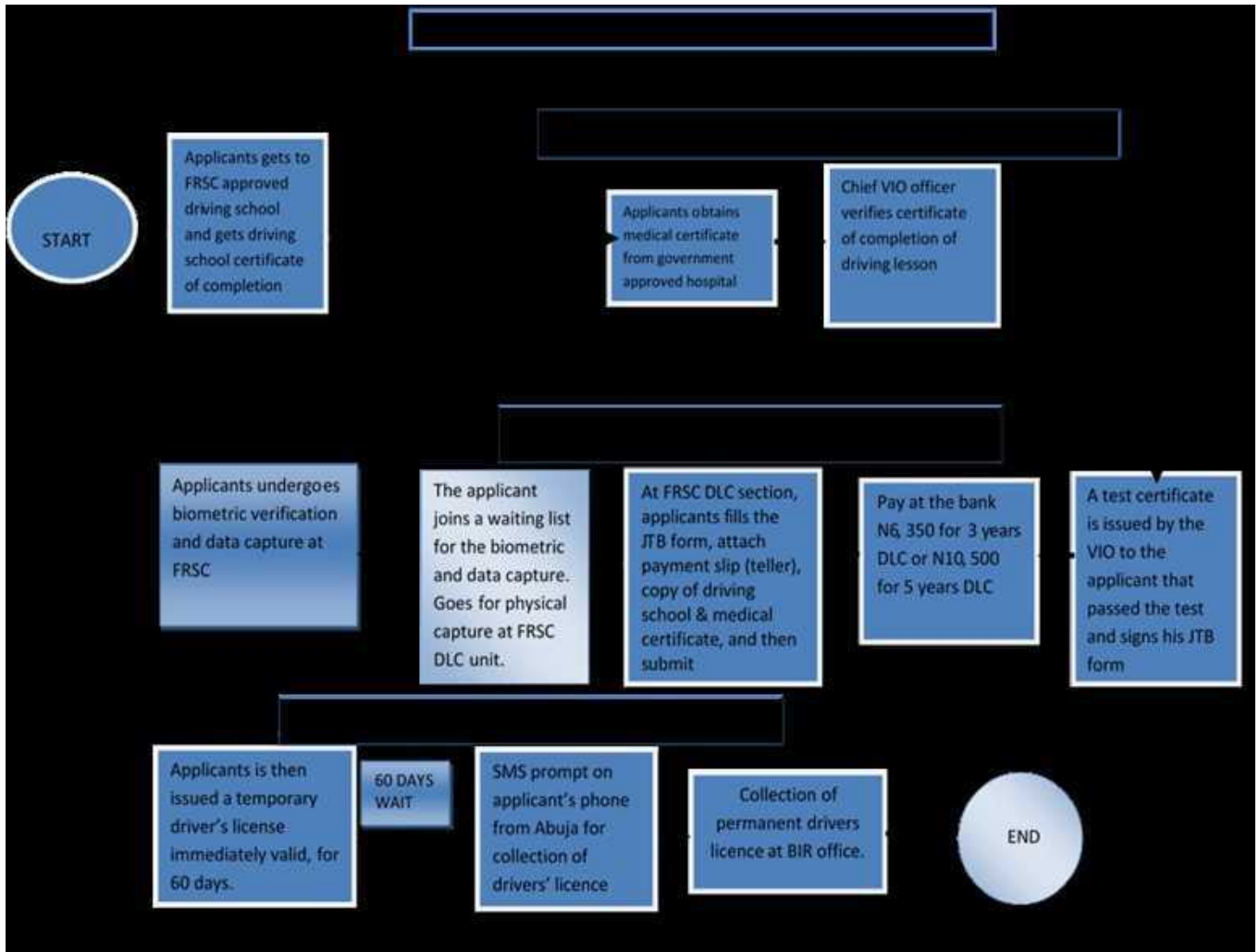
²⁶ See Federal Road Safety Commission (Est) Act, 2007, Section 10 (3) (e).

²⁷ National Road Traffic Regulations, 2012, Section 73 (1).

²⁸ National Road Traffic Regulations, 2012, Section 50 (1) and Section 56 (1).

3.4. The Processes of Obtaining the Driver's Licenses in the Selected States

Figure 4: Official Flow Chart showing the Process of Obtaining a Driver's License in Nigeria.



3.5. General Findings on the Common Bottlenecks and Constraints Encountered in Obtaining a Driver's License

The general cross-cutting bottlenecks and constraints found in the study are grouped under the following:

- Government Induced Constraints
- Logistic/Infrastructural Induced constraints
- Lack of Performance Monitoring and Oversight
- Human Resources Induced Constraints
- Moral Hazard Induced Constraints.
- Customer Induced Constraints

Government Induced constraints

- There is discontent between the agencies involved in the process of delivering a driver's license to citizens. The lack of interconnectivity and co-operation between the agencies serves to slow down the issuing process.
- The centralisation of the Internet service to 1 (one) provider for all Government MDAs has led to poor service delivery, as the Internet supplied does not perform optimally.
- The Foreign Exchange Policy of the Government led to the inability of FRSC contractors to import cards for the printing of permanent driver's license. This created a backlog of applications.
- Epileptic power supply from the Electricity Distribution Companies disrupts processes at the DLCs.
- Delay in budget release for the agency. Availability of resources to run the agencies has a direct impact on their ability to render a seamless service.
- Inadequate signs showing directions to DLCs. Inadequate signage explaining process and outlining fees.
- Insufficient and outdated equipment. Available equipment not consistent with level of demand for the service.
- Driver's license portal is not robust. This lends to unnecessary crowding at the service delivery centers.
- Complex application process which citizenry does not understand. The procedure for obtaining a Driver's License is lengthy and too complex for most applicants. The online application is especially challenging as most Nigerians are not Internet savvy or are unable to afford the use of the internet for long periods of time. Upon arrival at the physical, office there is a general lack of help desks or personnel to explain the process. Neither is there appropriate signage, which explains the requirements and/or the cost.
- Centralisation of routine decisions at the headquarters in Abuja slows down TAT.
- SERVICOM desks not serving as a point for accountability.

Logistics/Infrastructural constraints

- Lack of Appropriate Equipment to deal with demand. All offices visited complained about lack of steady Internet access, electric power supply and non-fuelling of generator.
- Most applications do not meet the TAT of 60 days set by the service.
- Waiting time at service delivery office: It takes an inordinate amount of time for applicants to be attended to.

- Office space: There's the issue of over congestion. The office spaces of some of the service centres are too small for the number of applicants they entertain on a daily basis.

Human resources induced constraints

- Citizens pay different prices to obtain a Driver's license depending on location, bargaining skills and connection.
- There are no records of when a file moves from one unit to another as such, it is very difficult to evaluate the actual turnaround time of each application and whether downtime is technically induced or otherwise.
- Promotions are irregular. Officers at the FRSC complained of stagnation on a level for several years. This kills morale and the impetus to work.
- Inadequate skill set of staff.
- The Staff welfare programme in existence is grossly inadequate.
- Staff intentionally hide information about the process and cost of obtaining service with a view of charging a premium for the service.
- Staff create bottlenecks to frustrate applicants in order to make them patronise brokers (touts) who are their agents/or themselves directly.

Customer Induced Constraints

- Applicants willing to pay extra to 'fast track' procedure.
- Applicants visit centres with people who are not making an application and thus crowd the centers.
- Applicants leave their licenses at the collection points for unreasonable amounts of time.

3.5.1. State-specific Constraints to Obtaining a Drivers Licence

FCT-Abuja

Bottlenecks for obtaining a Driver's License include:

- Online application: An alarming number of applicants are not computer literate, and even less have access to a computer.
- Office space: There is an issue of over congestion in the office space. The office spaces of the service centres are too small for the number of applicants entertained on a daily basis.

Enugu State

Bottlenecks for obtaining a Driver's License include:

- Centralisation: There seemed to be an imbalance between the need to centralise (for instance, for security of sensitive information) and the need to decentralise (for reasons of efficiency and quality customer service).
- Non-Integrated Service Delivery Centre: In Enugu, the three key agencies involved in the processing and issuance of driving licenses operate from different locations causing customers to engage in junkets around the city repeatedly to follow through with the application and subsequently receiving the driving license. This creates a conducive environment for proxy seeking.

Lagos State

Bottlenecks for obtaining a Driver's License include:

- Office space and storage facilities are inadequate for the large volume of applications received.
- At Sura DLC, it is easy to trace the cause of any delay either to human factor or technical problem since file movement from receipt to capturing stage are captured. However at Ojo DLC no effort is made to time applicants in & out processes. The Two DLCs need to improve on the waiting Hall by applicants to make it more customer friendly. There is also no good storage facility for processed documents.
- Inadequate record keeping of details of application process across board. Although a register of people who apply for a drivers licence is kept at the Sura and Ojo DLCs there was a failure to indicate date of receipt of application and date of receipt of the temporary and permanent licences.
- Collection Procedure: Applicants are informed through SMS and Internet message when their licenses are ready for collection. However, a lot of uncollected licences were in storage.

Kano State

Bottlenecks for obtaining a Driver's License include:

- Shortage of functioning centres: Away from the Sabon Geri metropolis, only Kano centre station is operational. Whenever this Service point issues a temporary license, the applicant has to go to the Kano Main when the permanent card is out. The BIR officer who is responsible for giving out the original only comes once in a while.

- Electricity Supply: All the centres in Kano rely solely on Generator supply as they have been cut off from the electric distribution companies.
- Government Policy: Kano State internal Revenue Service has also introduced a ₦1,000 levy on each application. This therefore implies that the cost of obtaining a license in Kano is either ₦7,350 for 3 years or ₦11,450 for 5 years as against ₦6,350 and ₦10,450 in the other states sampled.

3.6. The Mystery Shopper Experience in FRSC

The Mystery Shopping exercise was conducted by the short-term experts of the various teams. Mystery Shoppers carried out activities such as applying via the online portal and visiting DLCs to attempt all steps of the process short of paying for the application. The shoppers were also asked to observe the state of the DLCs. The mystery shopper experience in each state is broken down below:

3.6.1. Abuja

In Abuja, the mystery shopper experience was only carried out on the online portal by attempting to start the process on the website. However they were unable to proceed with the application without a Driving School certificate number. It was also observed that the website also provided no information on the cost of the DL.

Unfortunately there was insufficient information on the mystery shopper experience for a deep level analysis.

3.6.2. Enugu

In Enugu the mystery shopping experience was carried out at the FRSC office at Ridge Road, New Market, and Enugu. The exercise was carried out before any official interface with the key stakeholder or officials of FRSC.

The team visited the Federal Road Safety Commission office at Ridge Road New market Enugu, at about 1:00pm, to find out how to obtain a new driver's license and how to renew an expired one. The team arrived at the center and proceeded past the gate, they had walked a few metres before being called back by a male uniformed FRSC officer. The team walked back to the officer who immediately and was asked who they want to see. They informed him they were there to make enquiries on how to get a new driver's license and how to renew an expired one.

The officer proceeded to call a female officer and told her to 'block' us and walked off to call another male. The second male officer asked the team to follow him. The team tried to explain that they were only trying to locate the drivers' license unit to make some general enquiries but the officer replied that there was no need to go to the driving license unit and that he would sort out the process for the team. He took the team to a mall building behind

the entrance gate and told them that it will cost us N25,000 to get a new drivers license and N18,000 to renew an expired one. The team started negotiating with him and after several back and forths, the team agreed to pay N22,000 for getting a new drivers' license with a 5year expiration period and N15,000 to renew an expired one.

The team told the officer that they would come back to start the process and he gave them his phone number and asked them to call him before coming on the day they wanted to pay for the drivers' license.

3.6.3. Lagos State

The mystery shopping experience was carried out at the Eti-Osa and Apapa DLCs.

Upon arrival at the centre officers of the FRSC were ready and willing to fast-tracking the process for the mystery shopper as long as they agreed to unofficial terms. These included:

- Introducing the applicant to a driving school of the officer's choice. It was explained that this would help reduce the period the shopper would need to attend the driving school for driving lessons. However it was also stated that if the price is "right" the officer would aid with the issuance of a driving certificate without the applicant going for driving lessons.
- 'Help' the applicant with processing of the application form, bank payment and would also provide a date and time for the applicant to come for data capturing thereby jumping the queue.
- The applicant would need to pay about N15,000 and N20,000 for driver's license of 3 years and 5 years if they wanted to enjoy all these privileges.

It was also observed that touting by non-officials was also rife at the two DLCS however officials of all three agencies were also involved. Fellow applicants hanging around the centre were spoken to on that day and it was garnered that most of the applicants at the centre had engaged a third party to assist with their application.

3.6.4. Kano State

In Kano State, the Mystery Shopper applied and paid for the renewal of his license online. He then visited the DLC and was told that his application could not be processed citing some technical issues with the portal.

After waiting for more than 30 minutes he had to leave and was told that if he wanted to avoid delays in his application he should make a fresh payment at the bank. After 6 unsuccessful visits to the DLC to rectify this issue, he searched for the agency's website and got their call centre number. The officer at the call centre told him that it was possible to have his application treated and was told to call the Kano Centre. The shopper then called the Kano centre, however it was explained that they could not rectify the issue because some corrections to his application had to be effected at the headquarters before the Kano Centre could continue the processing.

The applicant attended the centre on another day and his application had been rectified but the FRSC official attending to him did not know how to continue processing the application. The shopper, being ICT savvy, aided the FRSC official and was then able to continue his application, get his data captured and walked away with a temporary license valid for 60 days.

3.7. Citizens Report Card: Are you being served? An Examination of the Customer Surveys in Lagos and Kano

3.7.1. Lagos

a) Waiting Times

At the different DLCs in Lagos, users were randomly sampled²⁹. They were asked about the quality and efficiency of the service they received at the DLCs. 11% of the respondents strongly agreed that they are promptly served at the DLCs in Lagos, 25% agreed whilst, 31% disagree and 32% strongly disagreed that they were promptly served and avoided long waiting period, see Figure 5. This is a clear indication that users are not being promptly served in Lagos DLCs. This position is corroborated by the length of the time users wait before they are attended to. 12% of sampled users said they waited for less than 30 minutes before they were attended to, 36% waited for between 30minutes to 1 hour before official at the DLCs.

Figure 5: Customer opinion on waiting times

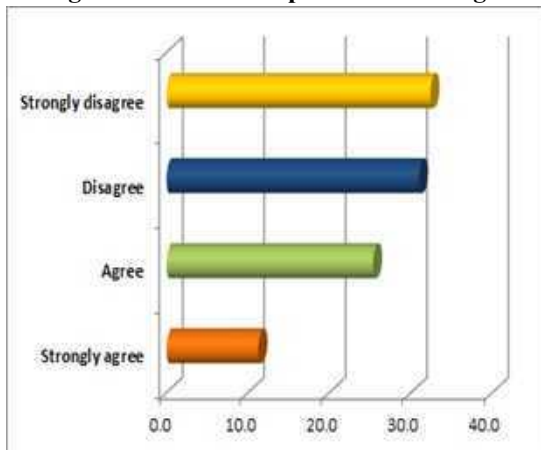
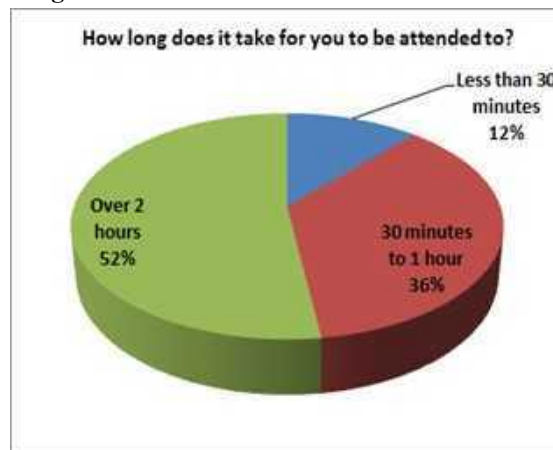


Figure 6: Time it took to be attended to at a DLC

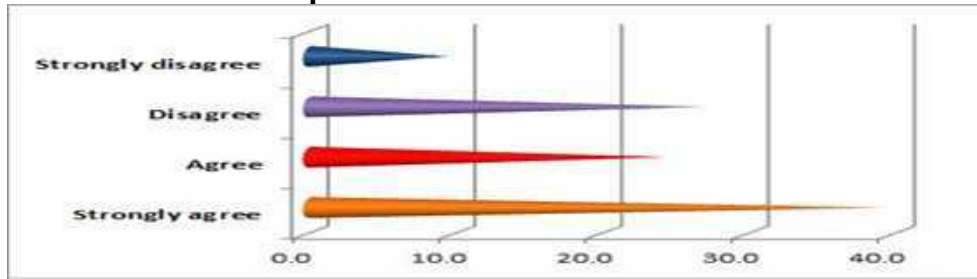


It took over 2 hours for the remaining 52% of respondent to be attended to. This is enough to discourage users and makes user want to explore quicker ways of processing their driver's license. It was posited to users that bribe sometimes had to be paid to fast-track the process of obtaining a DL. **39% of users strongly agreed, 24% agreed, 27% disagreed and the remainder 10% strongly disagreed.** This is consistent with our

²⁹ The Questionnaire used for the sampling can be found in the appendix.

findings that sometimes obstacles are created to encourage users to pay facilitation fees to quicken the process.

Figure 7: Is a bribe sometimes paid to accelerate service?



At Ojodu DLC, a dissatisfied and frustrated user related his experience at renewing his driver's licence. In his words, *"to renew a driver's licence is poor, just to renew, is a day work for that person, it is bad in this country, Nigeria"*.

All customers that who were spoken with at the Surulere DLC had issues with the waiting period; as they complained that the average waiting time was too long. They opined that this was partly because of the lack of a structured sitting arrangement which actually prevented people from knowing who came at what time. They also complained that this was because of the unavailability of staff in two ways.

- The unit is understaffed.
- Sometimes the officers are inexplicably not at their desks (this particular fact is corroborated by the fact that throughout our visit, the VIS officer(s) were absent, with their office locked).

One user from the Surulere center stated that he had been trying to get his license for almost a year and that officials at the center were making it difficult because had refused to pay extra for the service.

Another user who was interviewed at the Ojodu DLC, asserted that the process of renewing one's driver's licence was challenging and timewasting as data capture took an inordinate amount of time.

At the customer-focused discussion at the Ikorodu DL, a user related his previous experience with obtaining a DL. He had applied for a driver's license, captured and gotten the temporary license. He came for a renewal of the temporary license after the validity of the temporary one lapsed and the permanent license was still not ready. He kept checking at the center for three years, the license expired and was never ready. The team sought an answer to this scenario at a meeting with the unit head at the Ikorodu DLC, she stated that *perhaps* the applicant has duplicated his data, and if so the central server, will reject the application. Further to this explanation why, if this was the case, the applicant was not informed of the rejection in that case, she stated that the system was not able to notify applicants on feedback of their application.

b) Accessibility and Convenience of locating a service center

Accessibility of the service delivery center is key factor in user satisfaction. If the users have to travel long distances or have a chaotic travel experience before getting to the site of the service delivery window, it is safe to assume that access to the service is inconvenient. In gauging the view of the users in terms of their accessibility to the available DLCs in Lagos, 61% of surveyed users affirmed that the DLCs are located within their communities and 60% stated that their average travel time to the venue is between 30 minutes and 1 hour, whilst 23% are of the position that it take less than 30 minutes to get to the site of the DLC within their community.

Figure 8: Is there a service office in your community?
Service Providers?

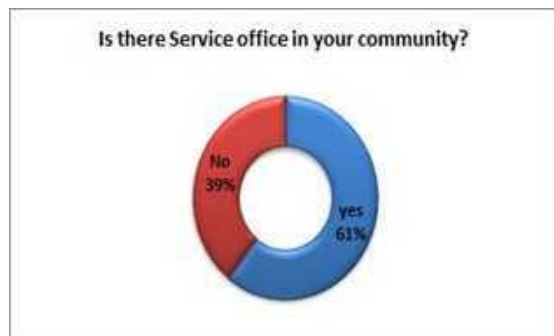
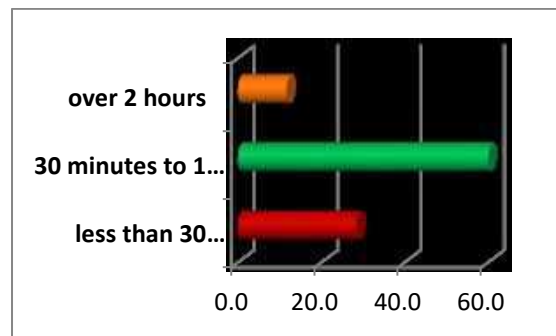


Figure 9: How long does it take to get to the



c) Courtesy and Helpfulness of the Service Provider

77% of the users surveyed were of the view that officers/personnel at the DLC/VIO/MVAA were helpful to users either at the point of enquiry or during the processing their application. 66% of sampled users confirmed that officers were courteous and 52% of users asserted that officers were friendly and not hostile. 64% remarked that the personnel at the DLCs in Lagos treat them with courtesy, friendliness, dignity and respect. This is result was not surprising because most applicants processed their application through middlemen paying above the official prices.

d) Hidden Cost

One of the issues raised by the survey was that users did not have clear knowledge of the exact cost of obtaining driver's license. We attempted to confirm this position at the FGD. Participants were asked if they were told abinitio, what the cost of obtaining driver's license was and 70% of respondents claimed that they were informed at the start of the process how much the process would cost to obtain driver's license. However, 64% of users admitted that they paid bribe to accelerate the process of obtaining the DL. It was discovered that on average, at the Surulere DLC, obtaining a Driver's license through back door channels cost N23, 000.

e) Responsiveness

As regards how knowledgeable and responsive the officials at the DLCs are, 90% of respondents remarked that officers are very knowledgeable and responsive to the needs of users.

3.7.2. Kano

a) Waiting Times

In Kano, Only 33.3% of the group studied obtained their temporary license on a single visit. The remaining 66.7% had to visit the centre at least three more times before they were able to obtain a temporary license.

Table 3: Number of Repeat Visits to DLCs in Kano to obtain a temporary Driver's License

Parameter	Frequency	Percent	Valid Percent	Cumulative Percent
Over 3 Visits	9	37.5	37.5	37.5
Three Visits	7	29.2	29.2	66.7
Once	8	33.3	33.3	100.0
Total	24	100.0	100.0	

Table 4: Promptness of DLCs in Kano

Parameter	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Disagree	13	54.2	54.2	54.2
Disagree	7	29.2	29.2	83.3
Agree	4	16.7	16.7	100.0
Total	24	100.0	100.0	

Majority of the respondents, 83.3% do not agree that there is promptness in service delivery, as they had to wait long periods to be served and longer periods to obtain the Driver's license.

b) Accessibility and Convenience of locating a service center

About 60% of the respondents agree that the offices are easily accessed by applicants while the remaining disagrees as illustrated.

Table 5: Ease of Access of DLC in Kano

Valid	Strongly Agree	14	58.3	58.3	58.3
	Disagree	10	41.7	41.7	100.0
	Total	24	100.0	100.0	

c) Courtesy and Helpfulness of the Service Provider

Over 83% of the Applicants in Kano did not feel like they were treated with friendliness, dignity or respect.

Table 6: Friendliness, dignity & respect of officers in Kano

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	6	25.0	25.0	25.0
	Disagree	14	58.3	58.3	83.3
	Agree	4	16.7	16.7	100.0
	Total	24	100.0	100.0	

d) Hidden Cost

More than 70% of the interviewees disagreed that what they paid for the license was the official amount. They indicated that the official fees were not displayed for them to see and were only informed of the cost verbally. 29% however agreed that they paid the official amount.

Table 7: Paid Official Fee as displayed at centre in Kano

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	9	37.5	37.5	37.5
	Disagree	8	33.3	33.3	70.8
	Agree	4	16.7	16.7	87.5
	Strongly Agree	3	12.5	12.5	100.0
	Total	24	100.0	100.0	

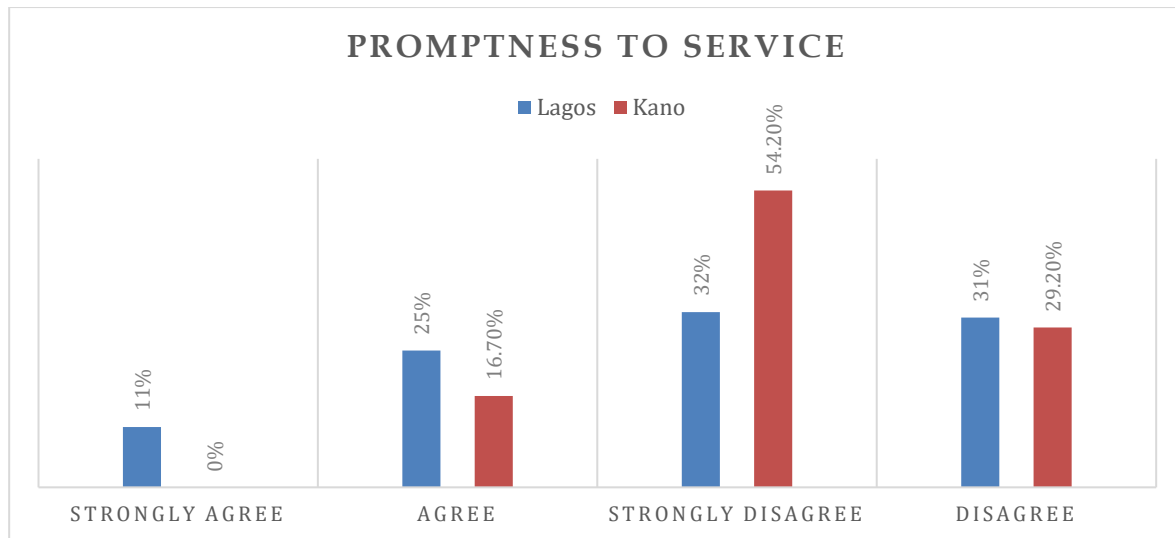
Comparative Analysis of Citizens Report Card on Access to Drivers Licenses

The figures below present a comparative analysis from the findings of citizens' report card on the issuance of Drivers Licenses and International Passport in Kano and Lagos. The basis for showing results from only these two service delivery agencies and across these two locations is as a result of the unavailability of comparative data for the other agencies and locations.

Promptness to Service

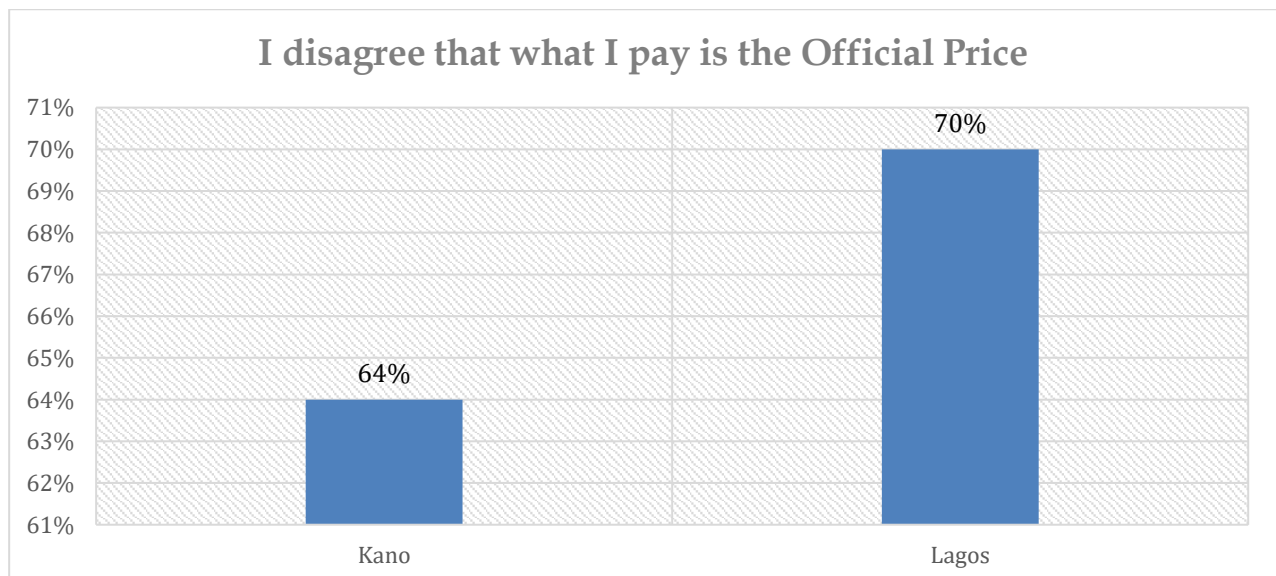
In Lagos 11% of the respondents strongly agreed that they are promptly served at the DLCs, another 25% agreed to the promptness of service whilst, 31% disagree and 32% strongly disagreed. However, in comparison to the situation in Kano 54.2% of the respondents strongly disagreed that they are promptly served at the DLCs whilst 29.2% disagreed and only 16.7% agreed while none of the respondents reported that they strongly agree that they are rightly served. Hence, the comparison shows that Lagos State has a

larger percentage of respondents who are satisfied with the promptness of the service provided compared to Kano state.



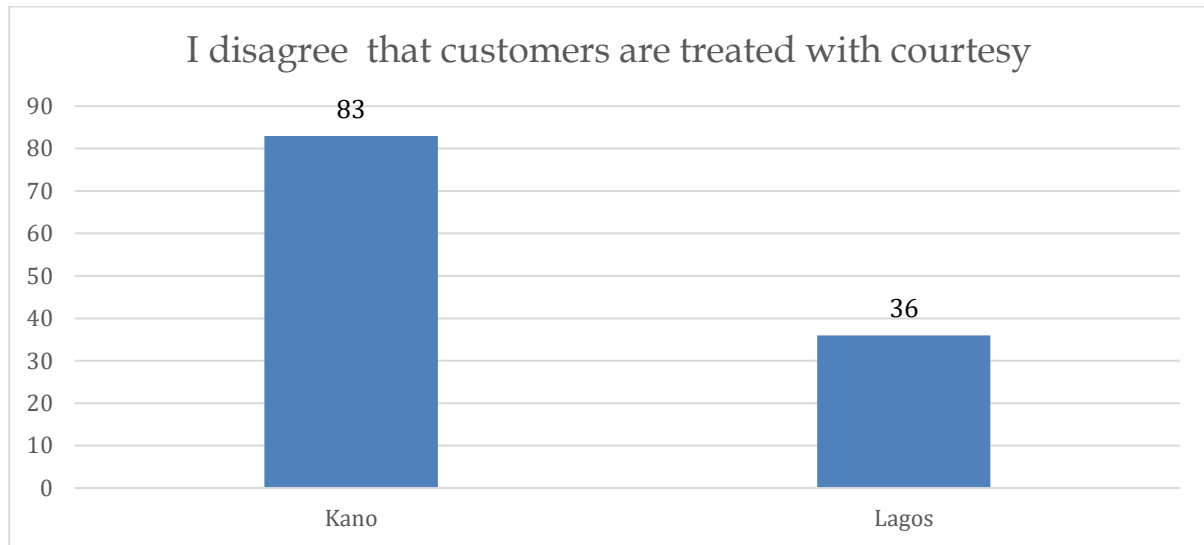
Hidden Cost

In Lagos more than 70% of the interviewees disagreed that what they paid for the license was the official amount while the situation in Kano shows that 64% of respondents also disagreed that what they paid for the license was the official amount. Hence, a large number of people in Lagos compared to Kano pay more than the Official price.



Courtesy and Helpfulness of the Service Provider

In Kano 83% of the applicants did not feel like they were treated with friendliness, dignity or respect. While only 36% of the applicants interviewed in Lagos remarked that the personnel at the DLCs in Lagos don't treat them with courtesy, friendliness, dignity and respect. We can infer from this analysis that we have more friendly personnel in Lagos than Kano.



3.8. Recommendations

Based on the findings of this study, the following recommendations need to be institutionalised to strengthen the service provision for Federal Road Safety Corps (FRSC). The recommendations have been grouped into Immediate term, which includes all suggestions for improvement that should be carried out within a year, Medium Term (within three years), and Long Term (within five years).

Recommendations for The Federal Road Safety Corps (FRSC)		
Short Term (Within 1 Year)	Mid Term (Within 3 Years)	Long Term (Within 5 Years)
<p>1. The government should consider conferring the right to provide the internet service for the FRSC to another provider to reduce the pressure ton the Galaxy backbone network. This is expected to improve the internet services at the DLCs and thus improve TAT.</p> <p>2. Extend waiting period for the printing of permanent driver's license from the current 60days. In light of the fact that applicants rarely get their licenses at the expiration of the 60-day waiting period, it is suggested that to a more realistic period should be considered and communicated.</p> <p>3. Awareness campaigns. Awareness programmes should be designed to form part of the process for the general public on the process, necessary documents for application and cost of driver's license.</p> <p>4. Application process and the cost of obtaining</p>	<p>7. Upgrading of infrastructure in the DLCs: Office accommodation at the DLCs are found to be highly substandard and unbefitting for serious service delivery.</p> <p>8. The driver's license application portal should be upgraded. This will avail applicants the opportunity to track the stages of their application and enable the booking of appointments for capturing without having to visit the centres. Confirmation and acknowledgement of payments can be done online by MVAA as well. Tracking service should also enable applicants to know when their driver's licenses are ready for collection or if their applications has been rejected and the reasons for the rejection.</p> <p>9. Increase capacity at the DLCs by deploying more capturing equipment and knowledgeable officers to the centres to reduce crowd and reduce waiting time.</p>	<p>11. Decentralization of printing farm: FRSC should explore the establishment of a printing farm in different geopolitical zones. This will help in reducing the TAT for printing driver's licenses.</p> <p>12. Performance incentives (bonus) should be introduced to encourage operatives at the DLCs and printing farms to increase their productivity. The bonus pay should strictly be tied to productivity measured against set deliverables.</p> <p>13. Centralisation of bio data for the country. With a centralised system, identity verification becomes easier and applicants will be able to skip the data capturing stage.</p>

<p>licenses of different validity should conspicuously and mandatorily be displayed at the DLCs, VIS and MVAA offices.</p> <p>5. Help desk: Help Desks should be made mandatory. A lot of customers were in the waiting rooms simply to make enquiries. This would go a long way in decongesting waiting areas and streamlining customers that are there to either begin or follow up on their applications and those simply there to find out the process.</p> <p>6. Appropriate Manning of Complaint Boxes: SERICOM needs to ensure that a complaint box is placed in each DLC, properly padlocked and only accessible by SERVICOM. Complaint boxes should be checked regularly.</p>	<p>10. Alternative Power Supply. The Federal Government should look into alternative sources of power supply, other than generators, to power the FRSC centres.</p>	
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4. Common Constraints and Bottlenecks to Service Delivery in the Process of Obtaining a Passport from the Nigerian Immigration Service (NIS)



4.1. Introduction

Section 1 of the Nigeria Immigration Act of 2015, provides that amongst its many functions the NIS is also responsible for, inter alia, the control of persons entering or leaving Nigeria and the issuance of travel documents including Nigeria Passports to bona fide Nigerians within and outside Nigeria. For the purpose of this study, the focus of shall be on the function of the NIS to issue a standard e-passport to Nigerians. NIS has seven directorates namely, Human Resources, Finance and Accounts, Planning, Research and Statistics, works and procurement, Investigation, Inspectorate/Enforcement, Operations/passport and Border patrol, ECOWAS/African Affairs. It also has Eight (8) Zonal offices, Thirty-Six (36) State Commands and the FCT Head Office.

Its operational service responsibilities include visa issuance to non-Nigerians, Combined Expatriate Residence Permit and Aliens Card (CERPAC), Issuance of Passports and Investigation, Inspectorate and Enforcement.

The NIS is headed by the Controller General of Immigration (CGI) who is elected by the Presidency. At State levels, there are controllers of passport offices. For the purpose of this study the teams interfaced with the Officers in charge of the following departments:

- Sorting
- Verification

- Monitoring and Evaluation
- Diplomatic
- Production
- Acquisition
- E-Documents/Archiving
- Storage

The Nigerian passport is the most reliable identity document in Nigeria. There have been a number of reforms over the past 10 years around the issuance of passports in Nigeria. In 2007, Nigeria became the first African country to adopt the E-passport system³⁰ and by 2014, the Nigerian Immigration service launched the 64-page e-passport as well as its payment platform, which allows for applicants to pay their passport fees online. By June 2016, people who had lost their passports and people who wanted to change the names on their passport no longer had to fly to the headquarters in Abuja to do so³¹.

The issuance of passports is a huge money generator for the Nigerian government. From 1st January 2016 – 30th of September 2016 it was reported that from the issuance of passport alone the government made *N10, 555, 780,599.17*. See below for excerpt from Report to the senate Committee on Interior on the 2016 internally generated revenue and expenditure of the Nigerian Immigration service³²:

(a) LOCAL REVENUE:

(i) Passport revenue:	-	N10,555,780,599.17
(ii) Address Verification	-	N1,058,858,850.00
(iii) Non Refundable Admin Fees	-	N124,861,900.00
(iv) CERPAC	-	N14,603,004,955.00
(v) Carrier Liability/Visa on arrival	-	USD644,368.00

It would be interesting to know how many passport applications generated this amount, however this information was not available to us at the time of this report.

Adoption of e-passport in Nigeria

In 2007³³, Nigeria became the first African country to adopt the e-passport system and the NIS adopted the issuance of e-passport. An e-passport is a combination of paper and electronics; the passport contains biometric information for authentic identification of the bearer.

The official cost of acquiring a Nigerian passport is as follows:

Table 8: Official Cost of Nigerian E-passport

³⁰ <http://www.premiumtimesng.com/news/top-news/165790-jonathan-launches-new-e-passport-asks-nigerians-to-promote-countrys-image.html>

³¹ Ibid,

³² <http://placng.org/wp/wp-content/uploads/2016/12/Report-of-the-Senate-Committee-on-Interior-on-the-2016-Internally-Generated-Revenue-and-Expenditure-of-Nigeria-Immigration-Service.pdf>

³³ <http://www.premiumtimesng.com/news/top-news/165790-jonathan-launches-new-e-passport-asks-nigerians-to-promote-countrys-image.html>

Booklet Type	Age 0 – 17	Age 18 - 59	Age 60+
32 Pages	₦ 8,700	₦ 15,000	₦ 8,700
64 pages	₦ 20,000	₦ 20,000	₦ 20,000

Source: NIS Website

4.2. Sampling

- **Service Providers**

Our inclusion criteria for sample selection of service providers was not based on grade level of staff (officers), but on the functions they perform in the process of service delivery in each of the agencies that were surveyed.

- **Service Users**

A random sampling method was adopted in the selection of users included in the focus group discussions (FGD) and questionnaire administration. A sample size of 25 was selected from each of the offices /sub-offices of the agencies visited.

- **Concentration and Mapping**

Mapping of the number of available passport offices in all the four states was carried out.

States	No of Passport offices	Estimated Population served
Abuja	2	9million
Enugu	1	5million
Kano ³⁴	1	15million
Lagos	3	18million

Table 9: Concentration of Passport Offices

4.3. The Nigerian Passport Application Process

The procedure for applying for standard e-passport starts with an applicant completing the application form online at the passport portal of the Nigeria Immigration service. The process is as follows:

- Open the Nigeria Immigration Portal
- Click e-Passport Application
- Fill and accept responsibility for information provided and print the form

³⁴ At the time of the field research for this study there was only one passport office in Kano. However, a second office has now been opened there.

- Submit electronically online
- Proceed to pay online/ or visit any of the designated Banks for payment
- After payment Bank issue a validation number
- Query application to enter the application number
- Click search record to obtain date for interview
- Print a receipt or acknowledgment slip which must be provided at the interview
- Attend interview at the passport office for image and biometric capturing
- Collect passport when ready.

To ensure that passports are issued only to bona fide Nigerians, each applicant is to come for the interview with the following documents, as applicable:

- Local government letter of identification
- Birth Certificate/ Age declaration
- Two recent coloured passport photographs
- Guarantors form sworn to at High Court or Notary Public office
- Parents' consent letter for applicants under 16
- Marriage certificate (where applicable)
- Police report for loss of documents (In case of any)
- Printed receipt or acknowledgment slip which must be provided at the interview

The above procedures were put in place to achieve these objectives:

- (a) Simplify the procurement of Nigerian passport
- (b) Ensure that money paid for the passport gets into government coffers
- (c) Eliminate toutting and its associated inflation of passport prices.

Service standard

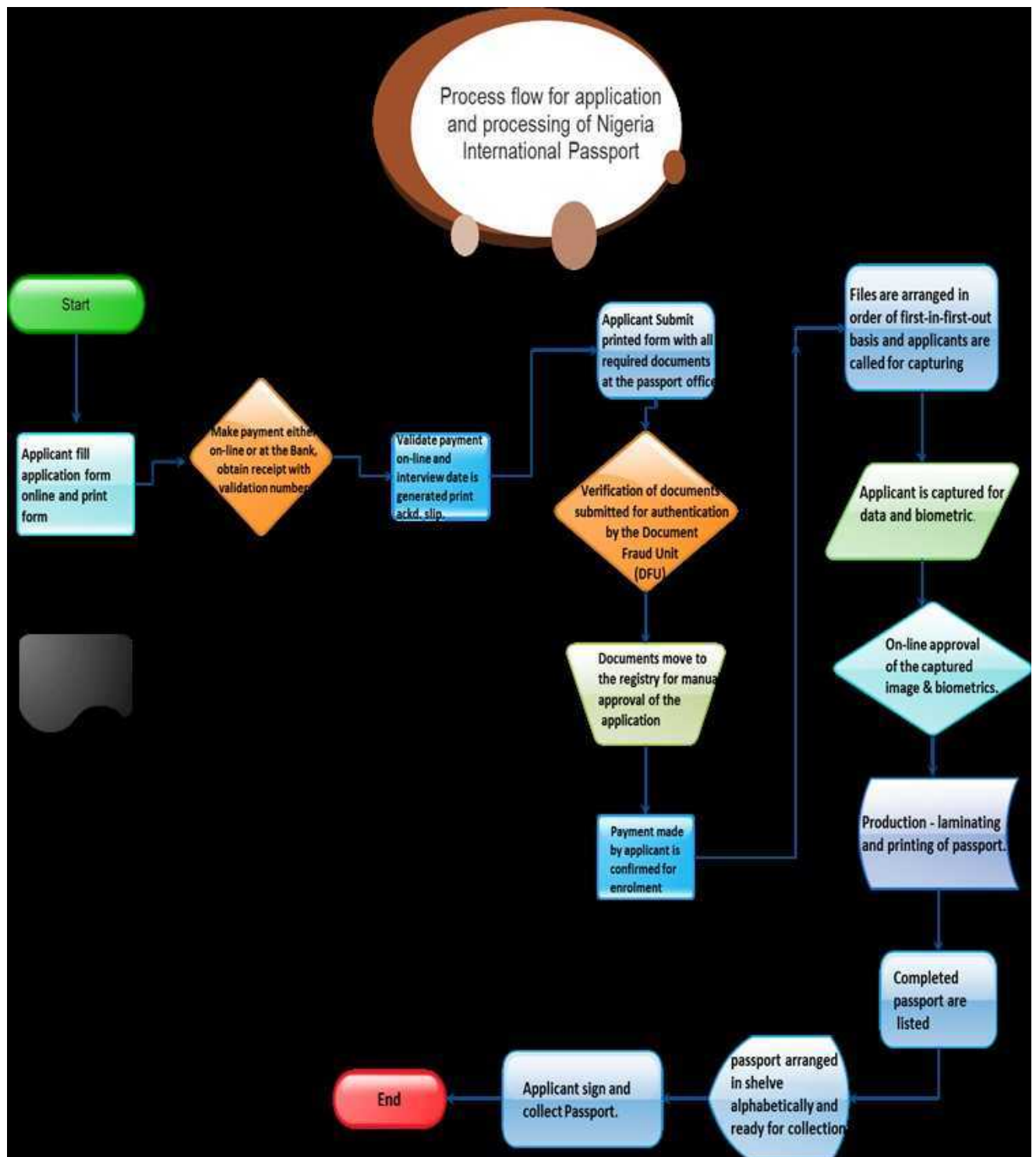
The only service standard that was identified was the turnaround time for processing application for a passport, which is set at 72 hours (3days) by the NIS

Outlined below is the process flow for the issuance of a passport by the NIS:

- Applicant submits printed form with all required documents at the passport office
- Verification of documents submitted for authentication by the Document Fraud Unit (DFU)
- Documents move to the registry for manual approval of the application
- Payment made by applicant is confirmed and application is enrolled for capturing
- Files are arranged in order of first-in-first-out basis and applicants are called for capturing
- Applicant is captured for data, image and biometrics
- On-line approval of the captured image & biometrics
- Production - laminating and printing of passport
- Completed passport are listed

- Passport arranged on shelves alphabetically and are ready for collection
- Applicant signs and collects Passport.

As simple as the process outlined appears in Figure 10, the issuance of passport is charged with a myriad of constraints and bottlenecks, the 72 hours TAT delivery is only achieved in special circumstances, the cost of the process booklet varies depending on the negotiation skills and connectivity issues and a host of other bottlenecks make this process inefficient.



Legend



Figure 10: Passport Application Process

4.4. Key Findings on Constraints And Bottlenecks in the Application Process

This section presents the key findings on the constraints and bottlenecks to public service delivery in the issuance of the Nigerian Passport. Across board the Passport Offices in the different states have many similar constraints. These constraints can be grouped into five categories:

- Government Induced Constraints
- Logistic/Infrastructural Induced constraints
- Human Resources Induced Constraints
- Moral Hazard Induced Constraints.
- Customer Induced Constraints

4.4.1. Common Constraints across all the Four States

Government Induced Constraints

- The role of technical partners in the provision of the e-passport was not very clear to some of the officials. There was also no monitoring of the effectiveness of the technical partners.
- Internet connectivity is erratic and that has detrimental effects on the ability of the service providers to meet demand of their customers
- Shortage of passport booklets due to lack of supply from IRIS, the technical partner. This was caused by foreign exchange issues.
- Delay in budget release: Availability of resources to run the agencies has a direct impact on their ability to render a seamless service.
 - Delay in the release of overheads specifically affects payment of electricity bills, buying of stationery, and timely servicing of equipment, buying of diesel to power generators and fuelling of operational vehicles. The payment of all revenue into the Treasury Single Account (TSA) was identified as a key reason for the unavailability of funds to meet overheads
- Erratic power supply from the Electricity Distribution Companies and so agencies have to depend on generators to run operations.
- Government not centralising individual information of its citizens.

Logistic /Infrastructural Induced constraints

- Supply chain management on issue of booklet is not clearly defined. In general, poor record keeping was observed at the NIS. Records of the time it takes for an application to be processed are not logged, neither is the amount of passport booklets issued adequately tracked. This has implications for resource management.
- The erratic Internet service was highlighted at all the passport offices visited. The POs are hugely reliant on the Internet service provided by Galaxy backbone to provide its service. Once there is system downtime from the service provider, operations are disrupted.

- All the offices depend on alternative source of energy, a generator. The implication of this is that heavy expenses are incurred on diesel /petrol .Due to heavy usage, the wear and tear on these generators is rapid and this comes with attendant and incessant breakdowns.
- Obsolete and malfunctioning equipment. This was evident at some of passport offices. Some of the computers for capturing were not functioning and thus, limited capacity with implications for turnaround time.
- Inadequate number of equipment to keep up with demand, leading to a slow pace of service delivery.
- The passport portal is lacking many features, which would enhance the experience of the citizens.
- No signage illustrating the service delivery process at almost all of the passport offices that were visited. There were also no signs showing the organizational layout in terms of departmental rooms and offices.
- Manual method of roll calling of customers at the service centres as against the use of modern methods of queue management.
- There is no signage showing directions to the rest room; the toilets in the rest room are inadequate, there is no water and toilets were not properly cleaned.
- SERVICOM desks which should act as space for accountability were not sufficiently functioning.

Human Resource Induced Constraints.

- Promotions are irregular. Officers at the NIS complained of stagnation at levels for several years. This kills morale and incentives to work.
- Inadequacy of staff welfare programme. There is no provision for staff buses to ease staff travelling to and from office, no loan facilities to meet urgent financial needs, inadequate training programme, especially for the junior and middle cadre officers.

Moral Hazard Induced Constraints

- Staff create bottlenecks by frustrating applicants thereby making them patronize brokers affiliated with staff.
- Intentionally hiding information about the process and cost of obtaining service with a view of charging higher than the official price.

Customer Induced Constraints

- Customers are unwilling to follow the outlined process and are willing to patronising back door touts/middlemen to shorten the process.
- Users are accompanied, to the POs, by people who are neither submitting an application, waiting for data capture nor collecting a passport, and in doing so they contribute to the crowding in the waiting rooms.

Other Constraints:

- *Low level of monitoring and oversight:* The monitoring system for each application is in need of an overhaul. There are no records of when a file moves from one unit to another as such, it is very difficult to evaluate the actual turnaround time of each application. The system also does not allow for evaluation of down time caused by staff ineptitude or technical malfunctions.
- *Turnaround time:* The standard TAT for delivery of a passport is 72 hours (3days), however it was revealed that can take anywhere between 1day and 6 months to acquire a Nigerian passport.

4.4.2. State-specific Bottlenecks and Constraints**4.4.2.1. Abuja**

The two offices visited by the Abuja team were the head office in Sauka and a State Command Office in Gwagwalada.

a) Logistic and Infrastructural Induced constraints

- The office working conditions of both passport offices visited were very poor. The air conditioners in the passport office in Sauka were functioning optimally. The waiting room has three (3) air conditioners but only one was working. The acquisition room, where the picture of the applicant is taken and their biometrics captured, has four (4) giant air conditioners but only one (1) was working. At the passport office at Gwagwalada, none of the air conditioners were working as the capacity of the generator cannot carry the air conditions. Fans are used in most of the offices and the waiting rooms. There was no signage indicating the position of toilets at either of the offices visited. The water pipes in the convenience were not working and the toilets were not clean. There was no soap to wash hands after use of the toilets and there was no tissue paper.
- Computer systems need to be turned off from time to time as they rely on cooling from the air conditioners to regulate their temperature. It can be inferred that any internal cooling mechanism is damaged and repair has not been effected.

b) Human Resource Induced constraint

- The NIS in Abuja has enough manpower to handle any administrative matters that may arise however many of the officers were ‘not on seat’ as they were busy looking for clients to assist with procuring a passport leaving their assigned tasks

undone. A large number of NIS officers could be seen moving around the waiting area looking for prospective customers to help.

- The team encountered a disabled citizen at the passport office and was informed that the first time they came to the passport office they were embarrassed by one of the officers. The citizen is deaf and had come to make enquiries on what was needed to obtain a Nigerian passport. The citizen approached an officer with a piece of paper on which they had written their needs. As the citizen tried to hand the note to the passport officer, the officer without reading the note took money from his pocket and attempted to give the citizen. The passport officer had assumed that the citizen had come to beg for money. It was after the citizen rejected the money and scribbled down a question asking if the passport office had an interpreter, to which the officer answered 'No', that the officer read the note and then proceeded to apologise and provide the information requested. This scenario should never have happened as the officer should have been diligent enough to hear out the citizen before concluding that they were trying to beg for money.

c) Reports from Abuja Mystery Shopping Exercise

The Mystery shopper exercise was carried out at one of the Abuja passport offices. On visiting the office it was observed that the environment surrounding the passport office was not well kept. There were pieces of broken furniture strewn around both outside of the building and inside in the passageways.

The Mystery shopper also observed the following:

- NIS did not provide a notice board for displaying all the information necessary to educate a first time visitor to the centre. Information had to be garnered directly from staff.
- Staff were willing to offer advice on how to obtain a passport. Information given was consistent from one staff to another. The shopper was also provided with a detailed information pack by one of the staff. However, the shopper also observed that not all Immigration staff were polite in dealing with customers. Some were rude, hostile and harsh while others were not.
- Upon inquiring about the price of a passport the shopper was informed that the passport would cost ₦30,000. The mystery shopper was asked to pay the additional ₦10,000 for an accelerated service.
- The mystery shopper was not given the opportunity to submit an enrolment application as payment was not made.
- The mystery shopper was told that the passport would be ready within 72 hours, despite the acute shortage.

4.4.2.2. Enugu

The team visited the Enugu immigration service passport office located at the Federal Secretariat Complex, Independence layout, Enugu.

a) Logistics/Infrastructural Induced constraints

- During the Mission to Enugu, passports could not be produced for about three working days because the printing equipment had broken down and had to be sent back to the Headquarters in Abuja for repairs. The effect of this situation was that exacerbated the existing issues at the time.
- Cyber Threats are an issue the office in Enugu has had to battle with many times. When it occurs, it results in a loss of money from citizens and as such a lot of the customers have lost faith in paying online. This has introduced a bottleneck as people would prefer to pay the application fees to an official and be sure that their payment is received.
- The poor condition of the waiting room made the applicants uncomfortable and impatient, as a result there were obvious attempts to cut corners and jump the queue was observed. The waiting area is an open space outside covered with a canopy.
- There was no organised approach to customer service; there was an absence of a reception or welcome desk to register to manage the flow of customers into the right offices.
- There were no toilet facilities available for use by the applicants. The toilets available were for staff and its use by applicants was only granted to ‘favoured’ customers. The lack of toilets made room for the incidence of public urination.

b) Human Resource Induced Constraint

- On average, officers collected a premium of N10, 000.00 per passport application to handle the online applications part of the process for applicants. An extra cost of N2, 500.00 per application was collected as a sort of handling charge.
- It was observed that people pay between N27,500 to N35,000 for a 32-page passport and N30,000 to N45,000 for 64-page passport. The team was able to find out that some of the proceeds from the inflated price of the passport is used to fund operational expenses such as fuel for the generator as well as other related expenses given the paucity and infrequency of release of funds for local operations.

c) Reports from Enugu Mystery Shopping Exercise

This exercise was carried out before any official interface with the key stakeholder or officials of NIS. It was observed that there was ease of entry into the Passport Office but there were poor directional signs to guide customer movement at the secretariat to actual service delivery areas.

The Mystery Shoppers observed the following:

- On arrival the team approached a female Immigration Officer in uniform and told her one of the team members wanted a passport. She proceeded to lead the team into one of the rooms in the complex which is used as a canteen for staff and visitors. She then asked the team to wait. She returned later with a print out of the passport application form and handed it over to the 'applicant' to fill in her details and submit it to her.
- While the application form was being filled the team was engaged in a discussion by the officer in which she proceeded to inform them that the passport was scarce and unavailable. When asked how much the passport would cost she informed the team it would cost the sum of N30, 000. When asked how long it would take for the passport to be ready, the officer said it would take one month to get the passport. The team negotiated with her on the cost and a price of N28, 000 was agreed. There was exchange of phone numbers, with the team, promising to call as soon as they had the agreed sum for the application.
- The Team then departed not being able to go beyond this stage, since there was not going to be any outright procurement of a Passport. The officer called the team twice within a week, to find out when the team would come back to complete the transaction.
- The Team returned to the Passport Office and mingled with Clients waiting in the waiting area to be called either for data capture or for collection of e-passport. It was observed that Customers/Clients all seemed to have or need a facilitator or agent (Immigration Officer) to facilitate the process.

4.4.2.3. Kano

Kano State runs a different model from the rest of the states. At the time of this study there was only one (1) passport-issuing centre in the Kano metropolis, this one centre runs alongside seven (7) service centres. This arrangement was made to make it easier for the people of Kano to obtain a passport. Three (3) of the Service Centres are located within the metropolis, while four (4) are domiciled in Bichi, Gwarzo, Rano and Wudil local government areas (LGAs). *In April 2017, a new passport issuing centre was opened in Kano. It is located in Amana City.*

For the purposes of this study the centres visited are: i) Kano Main Passport Office(i.e. the Issuing Center), located at Bank Road in the Central Business

district; Sabon-Gari, Nomansland; ii) Kano Municipal (KMC) along Emir's Palace Road and iii) Rano Centre situated at Karfi.

a) Government Induced Constraints

- It was discovered that customers usually pay as much as N25,000 as against the official price of N20,000 for a 64 page passport. This is due to third party charges such as verification charges from Greater Washington, who are in charge of address verification). These third party charges are not published anywhere and could be regarded as a hidden cost.
- In times of increased activities the PO extends time of closure up to 9.00pm and also work weekends as units are understaffed and there is a conscious need to complete their part of the process and meet the overall two weeks' time for passport collection by customers as generated by the system (or in practice, 2 - 3 days). There is also a target to produce 300 – 400 passports each day although performance is not monitored systematically. These extra work hours are not compensated and this has demotivated staff.
- There is general scarcity of junior staff, who do most of the work at the Kano passport office. Most of the senior staff are either not suitable for their role or inefficient in carrying out their duties.

b) Reports from Kano Mystery Shopping Exercise

The mystery shopper noted that there was no signage to indicate where the passport office was, however there were signs indicating names of units inside the office. Information on documents required for a passport was posted on the walls in relevant offices. It should be noted that there were no sign on displayed which stated the cost of a passport. Officers when asked for the cost of the passport did not provide information, choosing, instead, to refer the shopper to their website.

The Mystery shoppers observed the following:

- It took the shopper about 30 minutes to be attended to. Passport officers were polite but queue management was inadequate.
- Facilities, such as rest rooms, water dispensers, provided within or close to the waiting area were not identified or visible.
- No suggestion boxes were visible.
- Shopper was told that a 32 page passport would cost ₦23,000.

4.4.2.4. Lagos

There are three passport Issuing offices in Lagos; the Ikoyi passport office, Festac passport office and the Alausa passport office. The three offices were covered in the study.

The Ikoyi passport office at Alagbon Close, near Federal Secretariat, Okoye SW in Eti-Osa Local Government Area is expected to serve, the Lagos Island, Lagos Mainland, Eti-Osa, Ibeju-Lekki and Epe areas of the state. The Festac passport office located at 27, A close (3rd Avenue) Festac town in Amuwo Odofin Local Government Area is expected to serve Apapa, Amuwo, Awori-Ajeromi, Festac, Ojo, Agbara, Ijanikin and Badagry areas of the state and the Alausa passport-office is located on Asibiffi Road, Central Business District (CBD), Alausa in Ikeja Local Government Area is expected to serve the Ikeja, Alimosho, Agege, Ikorodu areas of the state. The office is also accessible to part of Ogun State especially some areas such as Akute, Iju, Alagbole in Ifo Local Government Area and Mowe, Ibafo etc in Obafemi Owode Local Government Area.

a) Government Induced Constraints

- Some staff who were redeployed from Abuja and other states, at the time of the study, were having accommodation difficulties. This had negative effects on their morale.

b) Logistics/Infrastructural constraints

- There has been a rise in the demand for passports at the Alausa office; unfortunately their equipment has not been upgraded to deal with this rise in demand. On average the office processes between 2,000 – 3,000 applications per week.
- It was also observed that there were application files strewn all over the first floor. Every available space had files. There was also a lot of file carrying by officials and customers were seen to be ‘following their file’. Apart from being unsightly, files strewn create a security risk as citizen information is in those files.
- It was also observed that there were application files strewn all over the first floor. Every available space had files. There was also a lot of file carrying by officials and ‘customers following their file’.
- There is a large number of uncollected passports across the various offices taking up space that could be used more efficiently.
- The state of the generators at the Festac passport office is abysmal. They need to be replaced as soon as possible unless their breakdown will cause further delays in obtaining a passport from that office.

c) Reports from Lagos Mystery Shopping Exercise

The mystery shopping exercise was carried out at the Alausa passport office in Lagos. The number of people waiting to be served on the day the office was visited was staggering. The waiting area outside was filled to the brim and many people had to stand. The waiting

area inside was similarly full. The office was easy to find from the outside as there is a huge sign which names the premises. However there was a lack of proper signage on the inside of the building.

The Mystery shopper observed the following:

- The left side of the inner waiting area was populated with cartons containing various goods. The goods were new and it seemed like there had just been a delivery. The cartons were sealed but on one of the boxes the image of a water dispenser was noticed. These boxes took up about a quarter of the waiting area on the left. This space could have been used to house more chairs for people to sit on.
- It was noticed that there were application files strewn everywhere but in plain view. It would have been quite easy to pick up a person's application file and walk out with it in some areas. Many officials were also noted to carry application files from room to room, with applicants trailing behind them.
- During the visit an attempt was made at jotting the prices of the service, but this was interrupted by a fellow citizen who said that will amount to time wasting, that the information provided on the sign was incorrect. He said those prices are not reflective of the real price and that if one did not want to wait for 6 months for a passport, that he would introduce me to someone. He then introduced me to a female uniformed officer who told me that she could help process a passport for the shopper and it would cost ₦28,000 to renew the passport. The shopper tried to negotiate with her on timing and price but was told that due to the scarcity the passport could not be gotten earlier than 3 weeks and that there was no room for negotiation on the price. The shopper was also advised to bring along my old passport and 2 passport pictures. The shopper asked if they needed to fill anything online and they were told there was no need.
- It was noted that the staff were apathetic towards the customers who were waiting.

4.5. Citizens Report Card: Are you Being Served? An Examination of the Customer Surveys in Lagos State and Kano State

4.5.1. Kano

a) Waiting Times

Selected applicants who were applying for a passport in Kano were asked if they felt like they were attended to promptly. Only 24% respondents agreed that they were promptly served. 74% of respondents were dissatisfied with the speed at which they were attended to. This is backed up by the complaints of 84% of users who stated that they had to visit the centre over 3 times before they could be attended to.

Table 10: User feedback on promptness of service delivery in Kano State

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	14	56.0	56.0	56.0
	Disagree	5	20.0	20.0	76.0
	Agree	5	20.0	20.0	96.0
	Strongly Agree	1	4.0	4.0	100.0
	Total	25	100.0	100.0	

Table 11: Repeat Visits to passport office in Kano

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Over 3 Visits	15	60.0	60.0	60.0
	Three Visits	6	24.0	24.0	84.0
	Ones	4	16.0	16.0	100.0
	Total	25	100.0	100.0	

b) Accessibility and Convenience to Service User**Table 12: Time to Nearest Passport Office in Kano State**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Less than 1 Hour	17	68.0	68.0	68.0
	1-2 Hours	6	24.0	24.0	92.0
	More than 2 Hours	2	8.0	8.0	100.0
	Total	25	100.0	100.0	

The above table indicates that the majority of applicants in Kano (68%) say it takes less than an hour to reach the service provider and only 2% of users have to travel more than 2 hours to reach the PO.

Further to this, 80% of respondents agreed that there is a PO located in their community. This means that majority of the users from the study had easy access to the service.

Table 13: Is there a Passport Office within your Community (Kano)?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	20	80.0	80.0	80.0
	No	5	20.0	20.0	100.0

Total	25	100.0	100.0
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c) Courtesy and Helpfulness of Service Provider

It is evident that there is a problem as regards customer service in the Kano PO. 80% of respondents did not feel like the officers were friendly or that they were treated with Dignity and Respect. Only 20% of users interviewed agreed that they were treated well during the process.

Table 14: Did officers treat you with Friendliness, Dignity & Respect (Kano)?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Disagree	12	48.0	48.0	48.0
Disagree	8	32.0	32.0	80.0
Agree	3	12.0	12.0	92.0
Strongly Agree	2	8.0	8.0	100.0
Total	25	100.0	100.0	

d) Hidden Cost

80% of users interviewed disagreed that obtaining a Nigerian passport was affordable they also disagreed that they had paid the official cost of obtaining a passport. Further to this, Kano state is peculiar as there are other hidden costs such as verification charges which the applicant is not informed of prior to making the application.

Table 15: The Cost of the passport is Fair & Affordable (Kano)

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Disagree	9	36.0	36.0	36.0
Disagree	11	44.0	44.0	80.0
Agree	3	12.0	12.0	92.0
Strongly Agree	2	8.0	8.0	100.0
Total	25	100.0	100.0	

Table 16: Paid Exact Fees as Displayed (Kano)

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Disagree	10	40.0	40.0	40.0
Disagree	10	40.0	40.0	80.0
Agree	4	16.0	16.0	96.0
Strongly Agree	1	4.0	4.0	100.0
Total	25	100.0	100.0	

4.5.2. Lagos

a) Waiting Times

Selected applicants at the different passport offices in Lagos were asked if they felt like they were attended to promptly. 20% of the respondents strongly agreed that they were promptly served, 12% agreed that they received service promptly whilst 27% and 41% disagreed and strongly disagreed respectively. Majority of the sampled service users at the passport offices in Lagos are dissatisfied with the service as regards the promptness of being attended to. This is supported by the 80% of respondents who stated that it took over 2 hours to be attended to.

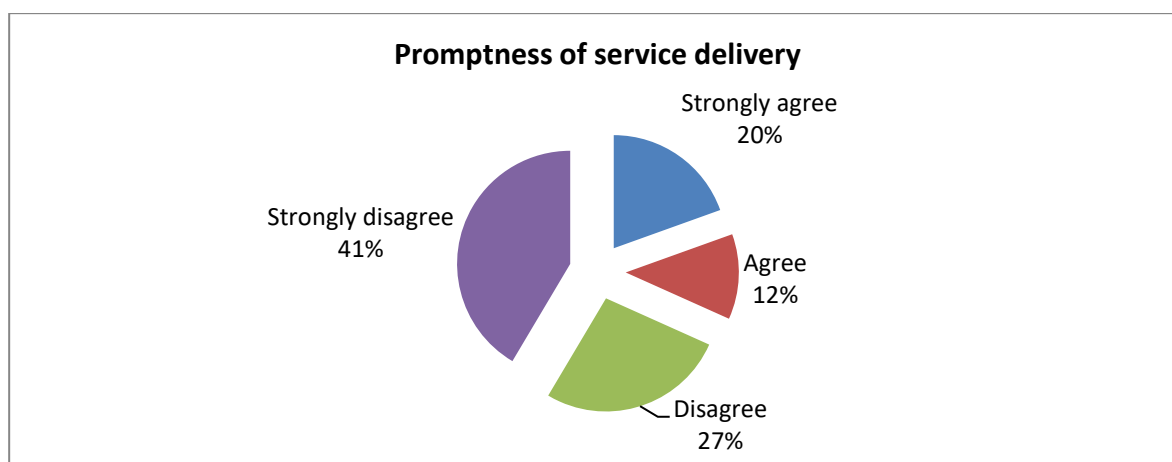


Figure 11: Promptness of Service Delivery in Lagos PO

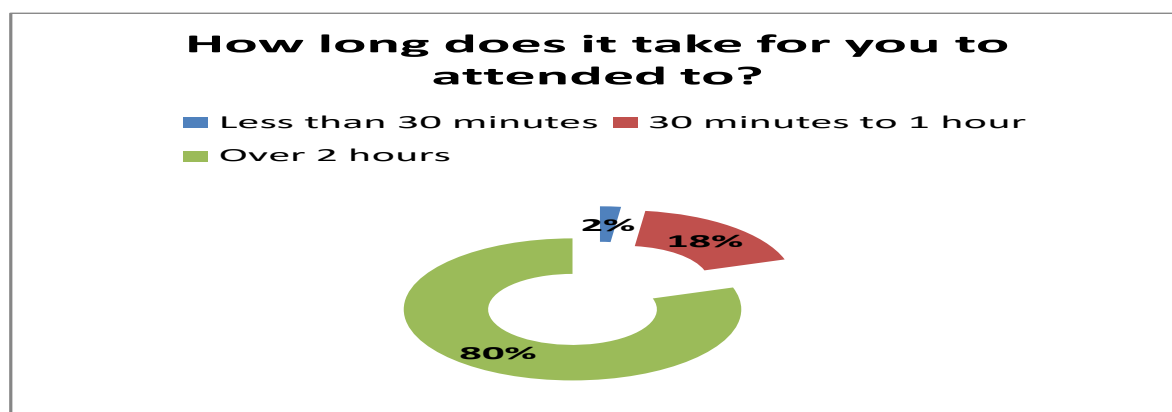


Figure 12: How long did it take to be attended to?

Further to this, 80% of respondents agreed that bribe payments helped reduce the time spent on the queue.

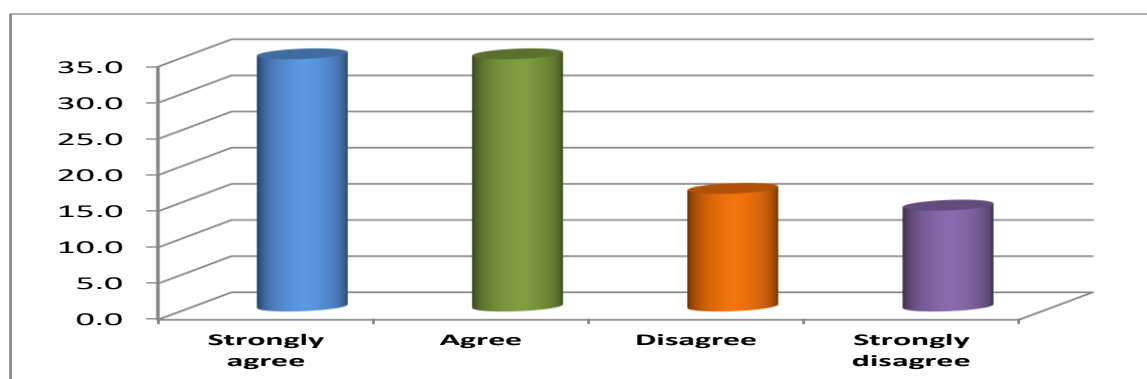


Figure 13: Bribe sometimes paid to accelerate service

At the Alausa passport office, the variance in waiting times is of great concern. It seems that the amount of time a person waits is directly proportional to the amount paid to obtain the passport. A bribe offered meant less waiting times. One customer indicated that he had been waiting for about a week for data capturing. Another lady said that the whole process took her a few hours and that she only came back 'today' to find out whether the booklet was ready. She was told the issue was with lamination and that it would be ready in about a week. When asked about the application process, she stated that she did not know as her husband's office applied for her and her children. She made no online application.

At the Festac passport office, an applicant spoken to expressed his anger at the failures of the system. He stated that he had applied for a passport in December 2016, he had been captured, but he had not been able to collect the passport. He expressed that he had visited the office more than four times and on each occasion no one had been able to tell him the reason why his passport was not ready for collection. Another applicant stated that this was his 4th visit to the Festac office. He had tried to get captured during the previous visits to no avail. He said he 'hoped' he would be able to get it done during this visit.

b) Accessibility and Convenience to Service by users

It is important that a public service be easily accessible to citizens, as regards location and time it takes them to get to a service location. The position of users in Lagos is divided on whether the passport offices in the state are adequately located. 50% of respondents stated that the offices were sited within their communities, while the remaining half stated that they are not located within their communities. Probing further on the accessibility of users to the passport issuing facilities, 16% of respondents maintained that they travelled for less than 30minutes to get to the nearest passport office, 20% travelled for between 30minutes and 1 hour, whilst the remaining 64% said it takes over 2hours of travel time to get to the nearest facility. Although 75% of the users sampled opined that the facilities are located at safe distances which are easily accessible to them.

Inference that can be drawn from the analysis that considering how bad the traffic situation can be in Lagos with the attendant chaotic travel experience travellers should not have to have to travel for over 2 hours to reach a centre.

Users are however, satisfied with the ease with which they are able to access the existing facilities in the state. 75% of sampled users specified that they had easy access to the passport offices in Lagos.

c) Courtesy and Helpfulness of Service Providers

The manners with which staff/officers at the service delivery centres attend to users play a key role in shaping their experience of the service and help them form an opinion about the agency and by extension the Federal Government. Significant proportions (77%) of the respondents claimed that the officers and men at the passport offices in Lagos were very helpful when approached in the course of using the service. To buttress this position, 70% of sampled users specified that the personnel at the Lagos offices were very courteous in dealing with them. However, 70% of states that operatives can sometimes be very hostile and unfriendly, especially the men at the entrances of the offices, when there are a lot of people.

d) Hidden Cost

At the passport office, most of the users the team had discussions with did not know the official price of obtaining a passport. This can be attributed to a lack of signage displaying the official price at all the offices visited. The team enquired as to the reason for the lack of signage at the Festac PO and were told that it was being worked on from the headquarters in Abuja. Upon enquiry from the sampled users, 70% responded in affirmative that bribe was demanded from them to fast track the application process. Our experience on the field showed that people paid as high as ₦30,000, which is far above the official price of even the 64page passport which officially costs ₦20,000. So although, 62% of respondents states that they were never at the point of enquiry asked to a make special payment to apply or facilitate the process of obtaining a passport most users ended up paying higher than the official price.

e) Responsiveness

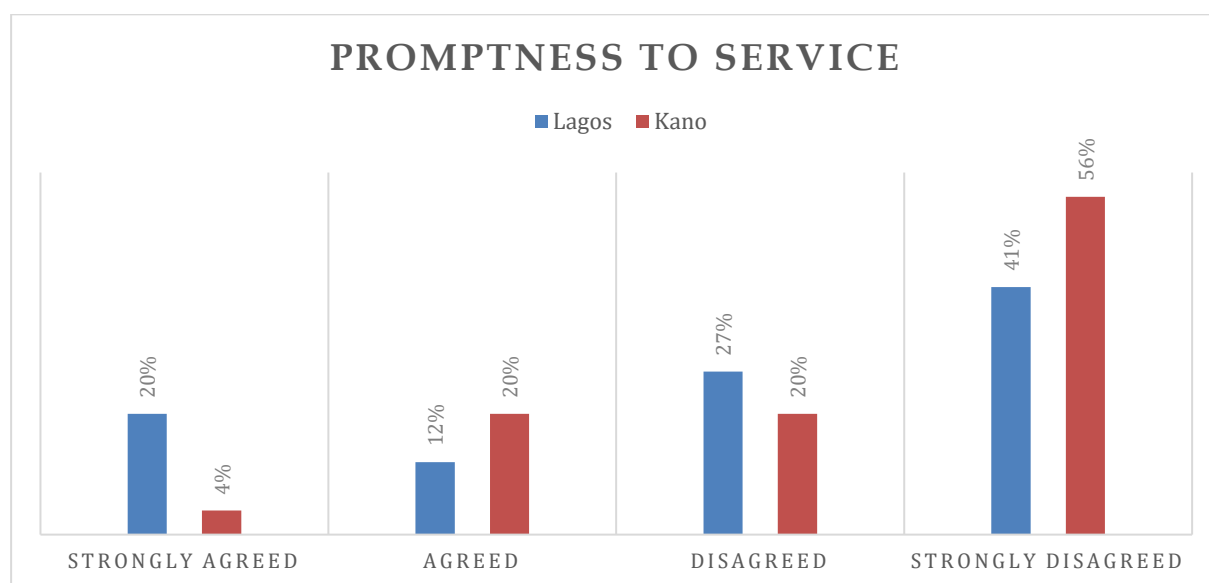
In terms of how knowledgeable and responsive at the passport offices in Lagos are, 90% of respondents stated that officers are very knowledgeable and responsive to the needs of users. However, some users are of the view that the type of treatment one gets from the staff depend largely on the personnel one relates with.

Comparative analysis on Citizens Report Card on the Issuance of International Passport

The findings below present a comparative analysis of citizens report card on the issuance of International Passport in Kano and Lagos. The basis for showing results from only these two service delivery agencies and across these two locations is as a result of the unavailability of comparative data for the other agencies and locations

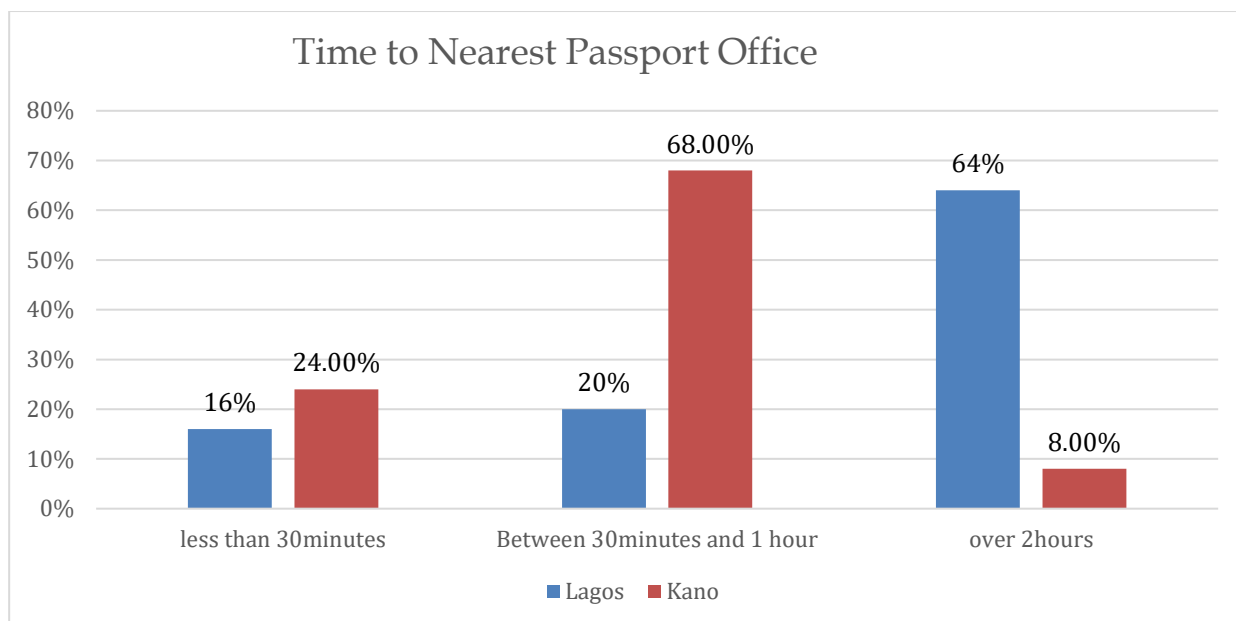
Promptness to Service

When applicants in the Passport Office were asked if they were promptly served 20% of the respondents strongly agreed that they were promptly served, another 12% agreed that they received service promptly whilst 27% and 41% disagreed and strongly disagreed respectively. In Kano only 4% strongly agree that they are promptly served, while 20% agreed, while 20% disagree that they are promptly served and the largest 56% strongly disagree that they are promptly served. Findings from the comparative analysis across the two state shows that majority of the respondents are still not satisfied with the promptness of service provided.



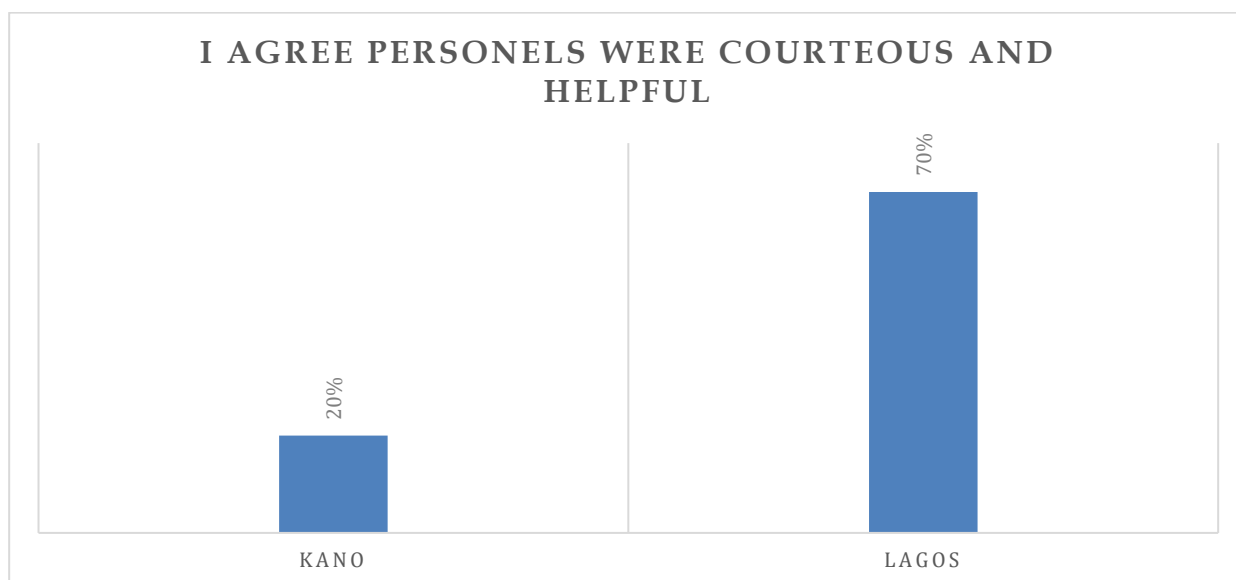
Accessibility and Convenience to Service User

The accessibility of users to the passport issuing facilities in Lagos shows that 16% of respondents reported that they travelled for less than 30minutes to get to the nearest passport office, 20% travelled between 30minutes and 1 hour, whilst the remaining 64% said it takes over 2hours of travel time to get to the nearest facility. While in Kano 68.0% reported that they travelled for less than 1 hour 24.0% reported that the travel between 1 – 2hours and 8.0% reported that they travelled for more than 2 hours. Findings from these comparative analysis shows that Applicant in Lagos spend longer travel time before accessing passport issuing facility when compared to applicants in Kano.



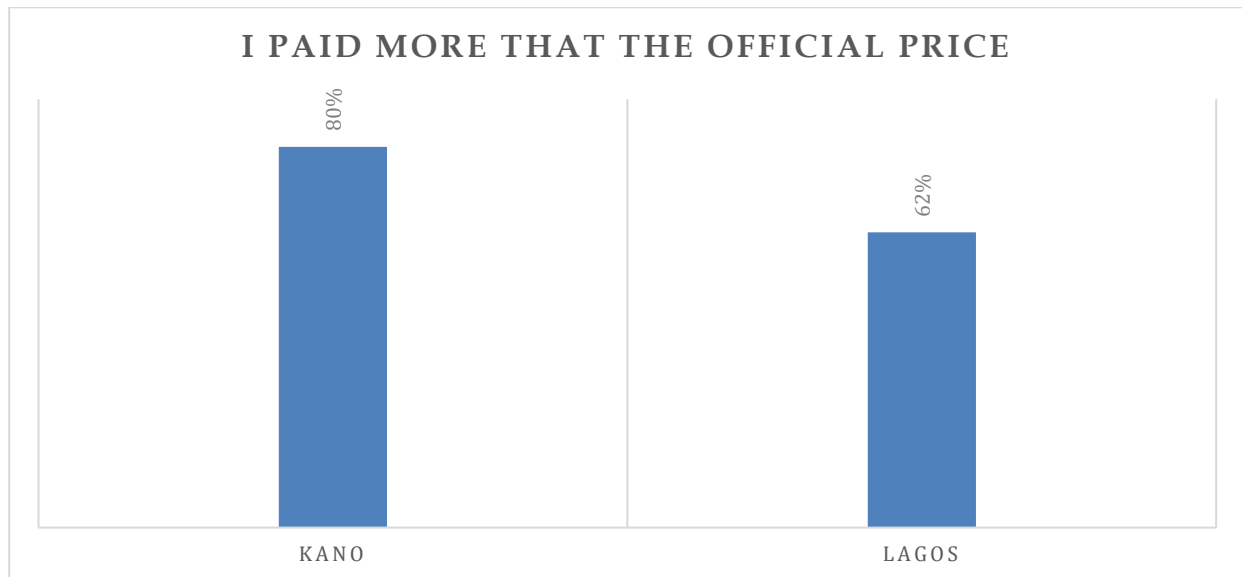
Courtesy and Helpfulness of Service Providers

In any service delivery agency courtesy and helpfulness of the frontline officer are critical to an effective and efficient provision of service. The survey shows only 20% of respondents in Kano agree that personnels were courteous and helpful, while in Lagos 70% of respondents reported that personnels are courteous and helpful. In general, this finding shows that Lagos Immigration Personnel are more courteous and helpful than personnels in Kano.



I paid more than the Official Price

In terms of the official price paid for the issuance of passport. 80% of respondents from Kano reported that they did not pay the Official price while in Lagos 62% also responded that they did not pay the official price before they got their international passport issued to them. This findings only points to a cases of rent seeking behavior among some personnel of the National Immigration Service.



4.6. Recommendations

Based on the findings of this study, the following recommendations need to be institutionalised to strengthen the service provision for Nigeria Immigration Service. The recommendations have been grouped into Immediate term, which includes all suggestions for improvement that should be carried out within a year, Medium Term (within three years), and Long Term (within five years).

Recommendations for the Nigerian Immigration Service (NIS)		
Immediate (Within One Year)	Medium Term (Within 3 Years)	Long-Term (Within Five Years)
<ul style="list-style-type: none"> Review of application systems and processes for new and previous applicants. Provision of signage that indicates costs and explains the process of obtaining a passport and the TAT, to all passport offices. Displaying of signage must be made mandatory with all the necessary information to be made visible upon entry into the Passport Office. Review of turnaround time. In view of the numbers of applications received and other constraints a review of the TAT is suggested in order to manage expectations. Introduction of collection of passport via courier service. Tighten monitoring of staff and actively seek out and punish staff engaged in illegal behaviour. Ensure that facilities such as toilets are well maintained and kept clean. Facilities need to be 	<ul style="list-style-type: none"> Review the current system of contracting out passport booklet production. The FGN should look into the production of the booklets by the Nigerian Security Printing and Minting Company Limited Plc. Review the current pricing of the passport booklets. Introduction of an express passport service at a premium price to generate revenue. Remodelling of certain passport offices to make them fit for purpose. Review official turnaround time for issuance of a Nigerian passport. Creation of more passport offices to serve states, such as Lagos, with high demand. Centralisation of the bio data of the citizens in the country. Security screening equipment, such as scanners, should be provided at the entry points of passport offices with high traffic. Upgrade of current equipment used in the various 	<ul style="list-style-type: none"> The FGN should permit the National Immigration Service to keep a percentage of the funds they generate. Role of SERVICOM to be reviewed and a new accountability framework will need to be well defined. Government needs to embark on a massive public relation campaign to enlighten citizens about reforms as well as to encourage a change in attitude of citizens.

<p>adapted for physically challenged and appropriately gendered.</p> <ul style="list-style-type: none"> • The role of technical partners in the provision of the e-passport service must be reviewed. • Recruitment or training of already employed staff qualified in Information Technology, Data Management and Analysis, Procurement and Monitoring and Evaluation with defined terms of reference in all the offices. • Government to provide Internet access, at a cost, to citizens who have to come to the passport office to make their application. • Set up procurement/supply chain unit to monitor consumption of passport booklets at the various locations so as to manage supply and shortage issues on both a state and national level. • Existing equipment should be regularly maintained. • Provision of archiving system at the passport offices. Current facilities available are inadequate and out-dated. • Demurrage charges should be placed on uncollected passports. • Monthly targets should be set per work unit and performance should be closely monitored and tied to incentives. 	<p>passport offices. In some cases, more equipment might need to be procured due to the large number of applications per centre.</p> <ul style="list-style-type: none"> • Installation of modern queue management system, which will allocate spaces on a first-come-first-served basis. • Training needs of staff to be identified and proper evaluations carried out for each staff. There should also be the institution of a performance based reward system for staff. • Review of staff welfare programme including medical and housing schemes for all cadres. • Initiate yearly performance appraisal for all staff by supervisors. • Reform rules around the hiring and firing of Civil Servants. 	
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5. Common Constraints and Bottlenecks to Service Delivery in the Process of Obtaining a Tax Clearance Certificate from the Federal Inland Revenue Service (FIRS)



5.1. Introduction

The Federal Inland Revenue (Establishment) Act No 13, 2007, was an Act to provide for the establishment of the Federal Inland Revenue Service (FIRS) charged with the powers of Assessment, Collection of, and Accounting for Revenues accruable to the Government of the Federation, and for Related Matters [Compendium, 2012].

The Nigerian constitution vested the FIRS with the authority to collect taxes but allowed the Federal government to delegate certain tax collection to the state level. As the administering arm of the federal government, the service was responsible for levying company income taxes, petroleum profit taxes, value-added taxes, corporate capital-gains

taxes, and stamp duties. The FIRS also managed employers' withholding of personal income taxes and administered personal income taxes for workers in the capital city of Abuja. By the early 2000s, the FIRS collected approximately 70% of Nigeria's total tax revenue, with the balance collected by state and local tax authorities [Bennet, 2012]. A separate federal service collected customs and excise duties on imports and exports.

The Federal Inland Revenue Service in compliance to Information technology (IT) which is the backbone of effective service delivery (where it is properly and fully deployed) has gone on to develop an online platform for processing e-Tax. Does this platform work? How has it been deployed in Nigeria to facilitate the processes and procedure of obtaining a Tax Clearance Certificate (TCC)? Whether it has solved service delivery bottlenecks and constraints issues in the issuance of TCC, is a major concern that requires further study.

Every business or organization receives complaints on different occasions, and although the experience is never pleasant, it does afford them the opportunity to deliver excellent customer service. However, in FIRS, SERVICOM office(s) attached to them has been rendered inactive in some regions as such making many Nigerians to grumble rather than complain through the proper channels provided SERVICOM.

By the time the FIRS Establishment Act was enacted, various chief executives under FIRS embarked on massive recruitment/hiring of professionals and retraining of old staff and incoming ones. In fact, the Service launched a program of mandatory annual training tailored to the skills that each position required. Computer training also became a priority as more computers were purchased and equipment updated for employees. The reorganization of departments and offices was a major component of capacity expansion.

In the past, separate offices had administered separate taxes for each region. As training improved the staff's ability to handle more than one type of tax, the FIRS began to consolidate its offices and integrate them into one-stop shops that enabled taxpayers to process all their taxes at a single point rather than going to separate offices to pay each type of tax. Simplified payment procedures, including greater opportunities to pay taxes through banks, limited the opportunities for staff to negotiate with taxpayers and siphon off revenue.

Other reforms effort within the organization is the automating of tax collection to curtail corruption by reducing interaction between staff and taxpayers and increasing the FIRS's monitoring and tracking capabilities. Manual procedures, such as the generation of receipts, compliance tracking and tax clearance certification provided ample room for fraud. With a computerized system, the FIRS could monitor lapses in the collection process, identify individuals who were skimming revenue and reduce the number of fraudulent clearances.

The FIRS developed a taxpayer identification number (TIN) system to register and track tax payments for every company in the country. Companies could pay their taxes at

one of many approved collection banks. The banks transferred payments to one of four lead banks, which then transferred the money to the Central Bank of Nigeria. The FIRS installed software that monitored the entire process and traced the payments to ensure accuracy. The changes required extensive negotiation and coordination with the banking sector over the course of several years until the TIN system, which was officially launched in 2009. The TIN system thus helped the service develop taxpayer database.

The FIRS launched a massive multimedia public relations campaign that included a new logo designed to create a new “brand” for Nigeria’s tax administration. Media advertisements highlighted the responsibility to pay taxes and the government services that the taxes funded. Billboards and posters featuring waterworks and freshly paved roads sprang up around the country. Also, staff and resources were channeled toward a dedicated communications directorate. Other reform effort during this period include to collect payments in exchange for a cut of 10%-20% of each tax bill [Bennet 2012).

5.2. Sampling

It was agreed at the February 14, 2017 Abuja meeting that 25 service users should be selected for the survey in each of the four locations.

Table 17: Summary of Offices visited and sample sizes

Agency/location	Number of offices visited	Producers sample size	Users sample S=size
FIRS Abuja	7	25	25
FIRS Enugu	3	25	25
FIRS Kano	3	25	25
FIRS Lagos	3	25	75 proposed

5.3. Processes of Obtaining Tax Clearance Certificate (TCC) in Nigeria

TCC is one of the documents necessary for various corporate transactions by both individuals and corporate organizations in Nigeria. This is usually after the company/taxpayer has gotten a valid Taxpayer’s Identification Number (TIN) from the Federal Inland Revenue Service (FIRS).

The Tax Payer Service (TPS) has four major categories as follows; The Micro & Small Tax payers’ Office (MSTO) is responsible for companies/organizations with N0 – N199 million turnover. The Medium Tax Office (MTO) handles those with turnover of N200 million – N999 million. Then the Large Tax payers’ Office (LTO) is responsible for those with

turnover of N1 billion and above. And the Government Business Tax Office (GBTO), which handles the government agencies.

The process listed below will be relevant to entrepreneurs registering for corporate income tax, VAT and PAYE.

Documents Required for Application for Tax Clearance Certificate.

1. A copy of Certificate of Incorporation of the company issued by the Corporate Affairs Commission (CAC)
2. Memorandum and Article of Association
3. Three Years Company Audited Account or Statement of Affairs for Company that has not commenced business.
4. Name and address of tax adviser; this is your tax consultant
5. Name and address of Company Directors; this can be found on Form CAC 3, Notice of registered address.
6. Personal Tax Clearance Certificate of your MD or any Director in your company
7. Necessary document(s) showing your correct business address.

The application forms must be in triplicate and the original certificate of incorporation must be presented for 'sighting' by the tax controller. Upon receipt of the completed taxpayer registration input form and all documents, a tax reference number will be allocated. After the allocation of a tax number the TCC will be produced (if all documents and information have been verified). An incorporated company yet to commence business requesting for tax clearance certificate within 6 months of incorporation, tax clearance certificate is free. Companies that are yet to commence business and show up for registration after 6 months of incorporation are required to pay a pre-operation levy of NGN 25,000 for the first year and NGN 20,000 is for subsequent years until it files a notice of commencement of business.

Validity

The company Tax Clearance Certificate (TCC) is valid for three years

Application for Tax Clearance Certificate – Existing Company that has been carrying out business

Documents required

- Application for Tax Clearance form (In Triplicate)
- Audited Financial Statement for the period the tax application covers
- Proof of filing of Tax returns
- Proof of payment of required tax
- Proof of payment of VAT
- Proof of payment of Withholding Tax

Tax clearance is free to obtain where all relevant documents are complete.

5.4. Models of Service Delivery: As related to TCC

The study looked at procuring TCC in developed and developing countries to be able to appreciate the constraints faced in the Nigerian context. This review will look at models of service delivery in Nigeria, Kenya, Egypt, South Africa, Morocco, India and Rwanda, with focus on constraints and bottlenecks in obtaining TCC. It will also examine same service delivery experiences in developed countries like the United States of America, United Kingdom and Malaysia.

In the above listed developing countries, application for Tax Clearance Certificate is accompanied with the following documents/information:

1. Company Registration Certificate
2. Memorandum and Articles of Association
3. Three Years Company Audited Account
4. Name and address of company/taxpayer
5. Name and address of Directors

In addition to submission of above documents with the application, Companies must ensure that all their outstanding tax liabilities with the tax authorities are paid up to date, as non-compliance will halt receipt of their tax clearance certificate.

Table 18 below shows the lead-time for obtaining Tax Clearance Certificate in the developing countries under review prior to 2010, when most of the countries launched Online processing of Tax Clearance Certificate.

Table 18: Analysis of TAT and Cost of Process TCC

S/N	COUNTRY	TIME	FEE
1	Nigeria	10 working days	\$64-\$80
2	Morocco	5-7 working days	Free
3	Egypt	7 working days	\$277-\$554
4	Rwanda	2 working days	Free
5	South Africa	5-21 working days	Free
6	Kenya	7 working days	\$48.64-\$97.28

The following countries embraced Online processing of Tax Clearance Certificate from year 2010. Morocco (Simpl 2015), Rwanda (Online 2010), South Africa e-Tax 2016) and Kenya (i-Tax 2014). The glaring result of this online approach is the drastic reduction on processing and issuance time of TCC in these countries as can be seen in Table below:

Table 19: Analysis of time duration to process Manual and Electronic TCC

S/N	COUNTRY	TIME	
		MANUAL PROCESSING	ONLINE PROCESSING
1.	Nigeria	10 working days	N/A
2.	Morocco	5-7 working days	2 working days
3.	Egypt	7 working days	N/A
4.	Rwanda	2 working days	1 working day
5.	South Africa	5-21 working days	1 working days
6.	Kenya	7 working days	2 working days

For some of the developed countries like Malaysia and the United States of America under this review, Tax Clearance Certificate application processing has undergone three phases: manual, Online and e-Tax.

Malaysia stopped paper tax clearance application from January 1, 2016. Instead, application for tax clearance must be made through the new e-Tax clearance system. Here, no paper certificates are issued to applicants, instead they will be provided with their PPSN/Reference Number and Tax Clearance Access Number online. Both numbers could be given to a third party, who can verify their tax clearance.

In the United States of America, both manual and online processing of Tax Clearance Certificate is practiced. Regular processing period is ten (10) working days, while an expedited service (response within three (3) business days) is available for \$200. Filing for tax clearance certificate can also be done via the Post Office either by the Taxpayer or his appointed consultant. At the beginning of year 2015, the USA tax authority launched the e-Tax system where no paper tax certificate is issued. e-Tax certificate number is issued to the tax payer for reference as may be requested by a third party.

In the United Kingdom, Tax Clearance Certificate application is done manually and online. For regular processing, it takes seven (7) working days to obtain the certificate. Online processing takes two (2) working days. Peculiar to the United Kingdom, tax clearance certificate may be issued to a customer who has tax arrears provided such arrears are covered by an installment arrangement that has been agreed with the Revenue office. However, interest will apply to the phased payment arrangement, both on the accrued debt and for the duration of the phased payment arrangement.

Table 20: Comparative analysis in time duration between Manuel and Electronic processing of TCC in developed Countries

S/N	COUNTRY	TIME
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		MANUAL PROCESSING	ONLINE PROCESSING
1.	Malaysia	2 working days	Less than 1 day
2.	USA	3-10 working days	1 days
3.	UK	7 working days	2 working days

Manual processing of Tax Clearance Certificate has been the major constraint to the speedy issuance of this certificate both in the developing and developed countries under this review. The United States of America offers taxpayers the option of expedited manual processing or Online/e-Tax processing.

5.4.1. Synthesis of Countries Experience

Two countries – Kenya and India – were studied with respect to issuance of tax clearance certificate. The process of issuing the documents is divided into two or three distinct parts, depending on the document being issued as follows:

1. **Pre-application process:** all applicants go through some processes before submitting their application form to the issuing body. These processes include completion of forms, making payments and obtaining all required documents, such as police report (where applicable), birth certificate, means of identification, etc.
2. **Screening:** the applicant presents him/herself for screening and verification of documents. He/she also goes through some processes, such as finger printing and biometric data capture, for example, as in the case of obtaining driver's license and international passport.
3. **Internal processes:** The issuing organisation performs these processes after the applicant has completed documentation and has satisfied all requirements for issuance and it is decided he/she should be issued with the document applied for. These processes are performed without the applicant.

A common feature of all the services is the application of ICT. Application and payment are made online. One assumption underlying this is that applicants are computer literate. It is also assumed that ICT facilities – the Internet – is available and functioning and it is 'taken for granted' at all levels. These assumptions suggest that the document applied for, when ready, would be sent to the applicant via the address in his/her file 'as a matter of course'. However, these assumptions hide several issues such as the real computer literacy level of the citizenry and the fact that their homes are not adequately numbered as to serve as a forwarding address in receiving services through mails/courier especially in developing countries, such as Kenya and India.

Table 21: Comparative Analysis of Time Duration in Manual and Electronic Processing of Tax Clearance Certificate in Developed Countries.

S/N	COUNTRY	TIME (Manual processing)	TIME (Online processing)
1.	Malaysia	2 working days	Less than one day
2.	USA	3-10 working days	One day
3.	UK	7 working days	2 Working days

5.5. How Efficient is the Process of FIRS TCC Issuance?

The Company Income Tax Act (CITA) section 101, stipulates that tax clearance certificate (TCC) should be processed within two weeks of application by the taxpayers. The process described in the flow map below is therefore expected to be concluded and applicant collects the TCC within 14 days. However, our evaluation of the process through the discussions with operatives and applicants for tax clearance reveal some shortcomings of the process which constitute hindrances to meeting the standard of two weeks TAT for the processing and collection of TCC:

- The process is considered somewhat cumbersome and likely to be delayed along the line, especially at the coordinator's office, considering the number of applications that are referred to him for his attention. A robust IT system should allow an e-file on each tax payer on the FIRS central server that would allow for the tax controller to be able to identify liabilities that are still hanging on tax payers applying for TCC. Also the FIRS debt management office will have an easy access and would be able to conclude on any file timeously; same should hold with the Audit.
- The process encourages the relationship officer to install toll which obstructs the smooth flow of the process with the intention of extorting the applicants in the guise of helping to fast track the process and this encourages corruption.
- The process does not make provision for communicating applicants when the TCCs are ready for collection. Therefore, any TCC that is ready is left there till the day the applicant visits the tax office to check the status of the application.
- Similarly, no arrangement for communicating applicants for TCC, if the request is rejected until the concerned persons visit the office.

It would seem that prior to approaching FIRS for tax clearance the applicant performs certain processes. These involve compilation of the relevant documents required. These documents include tax assessment form, audited accounts of the firm, Memorandum and Articles of Association, Certificate of Incorporation and evidence of registered address. It could be observed that activities in steps 1 – registering, 3 – filing and 4 – completion of annexure, could be merged into a single process, which should happen before step 2 review and endorsement by the TC. There is no reason why endorsement of the TC should take a

day to complete. One day is also far too much to open a file and register documents. Actual steps involved in the process of tax clearance certificate are:

Pre-Visits to the FIRS.

1. Enquiries about processes and requirements
2. Preparation of audited accounts
3. Compilation of other documents

Internal Process Involving the Applicant

4. Submission of application (documentation is checked in the presence of applicant)

Internal Processes Performed without the Applicant

5. Endorsement
6. Filing
7. Documentation
8. Issuance of tax clearance certificate (for a new company)
9. Processing
10. Review by Regional Tax Audit
11. Review by Regional Debt Management

Internal Process Involving the Applicant

12. Issuance of tax clearance

Figure 14: Process of obtaining TCC

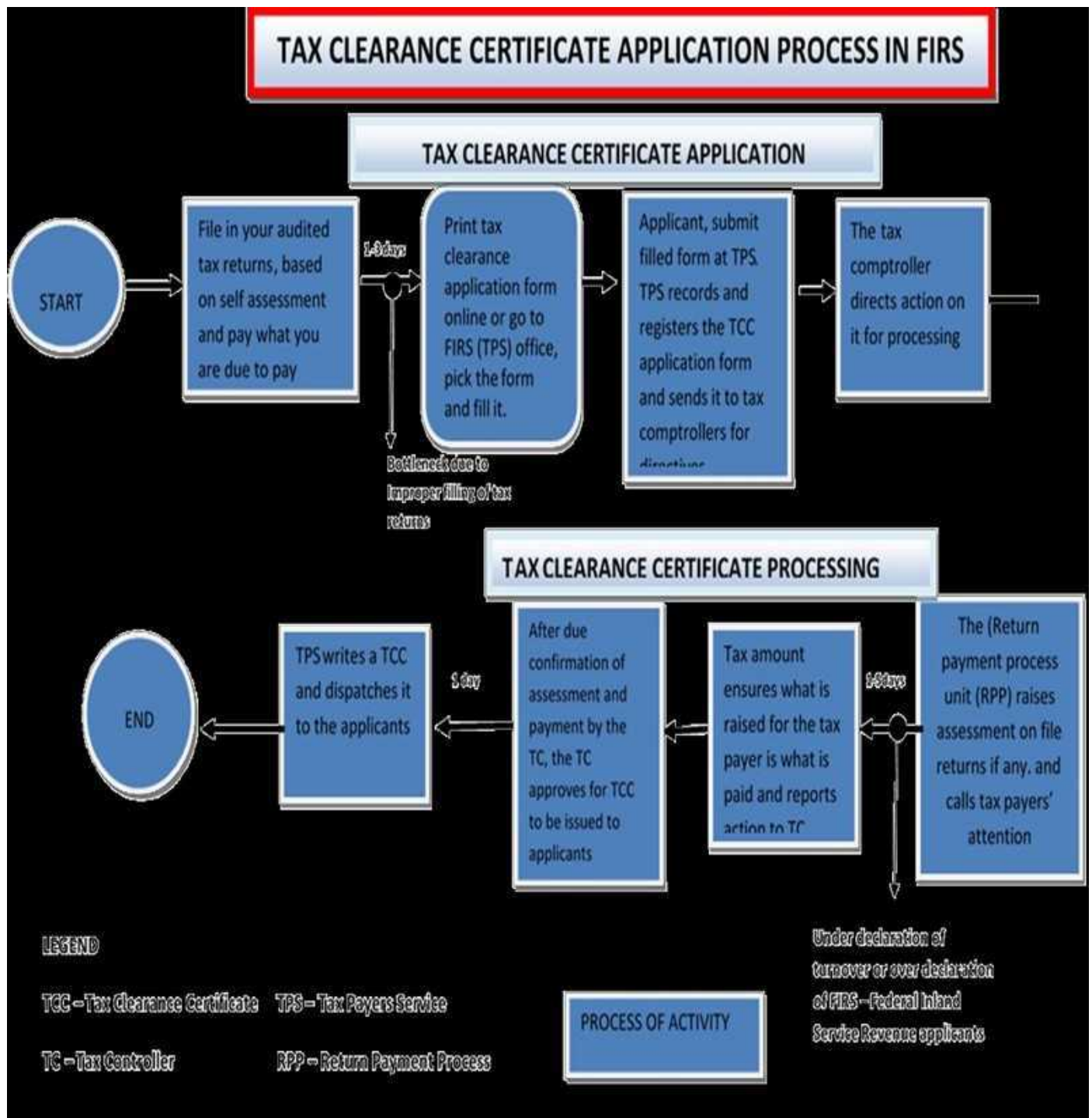


Table 22: Process of obtaining Tax Clearance Certificate

S/N	PROCESS	ACTIVITIES PERFORMED	TIME STATED BY MANAGEMENT	ACTUAL (OBSERVED) TIME
1.	Taxpayer submits completed application form to the Tax Payer Service Department (TPS)	TPS receives, registers application and sends to Tax Controller (TC)	Immediately	Immediately
2.	Endorsement	TC reviews documents, endorses and sends back to TPS	Same day or at most next day	1 Day
3.	Filing	TPS opens and registers a file for the Tax payer including assigning of file reference number	1 Day	2 Days
4.	Documentation	Head of TPS completes annexure form and attach it to the application and forward to TC for approval.	1 Day	1 – 2 Day
5.	Issuance of Tax Clearance Certificate (for new companies ‘that have not done anything’)	TCC is issued to NCR by the TPS Department	1 Day	1 week or more
6.	Processing (This step is next to step 2 for existing Taxpayers)	Returns & Payment Processing department (RPP) reviews and ensure payments, filing and other requirements are made.	2 Day	2 Days or more
7.	Review by Regional Tax Audit	Regional Tax Audit (RTA) reviews RPP’s submission – checking for errors, compliance to laws, appropriate classification of tax payer, etc.	2 Day	3 Days or more
8.	Review by Regional Debt Management	This Department ensures that the existing taxpayer clears indebtedness if any.	1 Day	2 – 3 Days or more
9.	Issuance of TCC (this is for the existing taxpayers)	If cleared, the TC approves and the TCC is prepared and issued by TPS Department.	1 Day	2 Days
	TOTAL		10 Working Days	20 Working Days

5.6. General Observations on obtaining Tax Clearance

- **Funding**

Paucity of funds has hindered the operation of the Revenue Service in having adequate office accommodation, vehicular mobility for tax drives, staff welfare, office automation and research.

- **Manual Processing**

Non-computerization of work and processes is the major cause of delay in the issuance of tax clearance certificate. Too much human interface in work process breeds corruption and hence increases cost of service delivery. There is strong resistance on the part of Revenue staff to embrace office automation as this will reduce or totally remove their personal contact with applicants and the attendant loss of illegal monetary gratification.

- **Lack of Comprehensive Database**

There is no comprehensive database of eligible taxpayers in Nigeria. This accounts for huge revenue loss to the government as well as make tracking of taxpayers very difficult.

- **Illiteracy**

There is high rate of illiteracy on the part of taxpayers. The average taxpayer is not conversant with the Tax laws that govern its operations. Cost of engaging tax consultant is often high and unaffordable to the average tax payer.

- **Enlightenment**

Tax education in Nigeria is poor. Citizens do not know why it is mandatory for them to pay their tax diligently. High percentage of small business operators do not pay tax in Nigeria.

- **Enforcement**

Tax enforcement is crude in Nigeria. Citizens see tax authorities as enemies. Tax authorities often resort to brute force to get taxpayers to pay up, without exhausting other civil line of communication with the taxpayer.

- **Apathy**

There is general apathy on the part of citizens regarding tax obligation. They often hinge their reluctance on the fact that government has not done enough in the area of provision of amenities.

- **Corruption**

The staff of the FIRS were compromising their mandate and were receiving money from taxpayers and reducing the tax figure that should go to the government. In effect, such compromised staffs were uncooperative to the reforms. At the initial stage of computerization and automation of the service, staff protested through their Union that the reform and reorganization were targeted to retrench them from service.

Though most offices have signposts, few do not have like Kano 3, which makes it difficult to access especially for first time visitors.

There is no stipulated time for the activities. It all depends on the level of compliance of the taxpayer. The taxpayers are not aware of the procedures and when to get the TCC, so they end up having to pay more than two (2) visits to get it.

5.7. Identified Constraints

- **Policy Issues**

It was highlighted that currently the Nigerian government runs a tax payment system based on persuasion. There is no punishment for not paying tax and as such people do not feel they need to do so until they need to process a tax clearance. The ‘back and forth’ which occurs when calculating the backlog slows down the process of issuing a TCC. They also highlighted the perception gap between the taxpayer citizens and the service. There were also a lot of complaints about outdated laws and regulations, which slowed down the work process in general. For example, the Nigerian State runs multiple tax regimes; Local government, State and Federal. This is bound to cause confusion. A staff member gave an example of his tax clearance not being accepted in one state because it was obtained from another state.

- **Human Resources**

Staff believed there were many issues, which affect their productivity. One of them was the distance from their houses to the office. It was suggested that they be posted to offices close to their homes. Staff welfare packages were also mentioned and it is the case that remuneration for work done could be much better.

It was highlighted that there are not enough staff members to take care of the population of taxpayers (actual and potential). There are only 7,000 employees in the whole of FIRS. This number is to serve a population of close to 200 million people.

- **Non-integration of Services**

The service launched ITAS in 2013 to improve tax administration in Nigeria and to move away from the manual system to more efficient software based system. The project is to automate all core processes around registration, payment, assessment, debt and credit management, audit and investigation, case management, and returns filing. Four years later and all the core processes are yet to be integrated onto the platform.

Currently, only the authenticity of every TCC can be checked online. It is suggested that the whole process be automated as best as it can. Although turnaround time is pegged at 14 days, it can take longer for a TCC to be issued. On top of this, it is sometimes difficult to reach the agency on the phone. One of the issues affecting the length of processing is network failure. This affects the filing of tax position and other processes along the line.

- **Taxpayer Ignorance**

One of the major bottlenecks is the ignorance of the citizens on tax issues. Most small businesses do not file returns or pay tax and have not done so for years. When the need for TCC arises either by the FIRS officials coming after for their tax or when they want to apply for a contract, they have to start regularizing their position before the law and pay back taxes and file past returns. Tax payers usually waste a lot of time trying to regularize their tax positions before the law in a bid to obtain their TCC due their failure to file past tax returns as at when due. Taxpayers are also known to make unrealistic demands as to processing times for the TCC. This creates avenues for manipulation within the system. There is also the problem of taxpayers not disclosing their full liability and as such precious resources and manpower are wasted on conducting investigations.

Businesses do not write to FIRS to keep them updated on their company status and they also do not update their records regularly at CAC. This causes issues when it comes to customer verification. The staff also highlighted the issue of taxpayers treating them with disdain. This is a sore spot and only puts them on the defensive when approached.

- **Moral Hazard**

The tax office works quite efficiently on the surface, however, there are some reported cases of bribery. For example, people have been said to give the tax officers money to reduce their tax liability or to speed up the application process. This can be eradicated if there is less interpersonal contact and the TCC is generated online.

The taxpayers don't comply and then get furious when they are asked or reminded to pay tax especially the shop owners who complain of low or no sales. Tax officers have to monitor taxpayers to ensure payment is made at the bank;

- **Logistic Constraints**

If infrastructural facilities are up and running at the service delivery centres, smooth service delivery process will occur, all other factors being held constant. Exposition from our study revealed that infrastructure at the different service delivery windows are not functioning optimally.

Epileptic Internet service is a common problem highlighted by all service delivery agencies. The services provided by these agencies are internet dependent. Once there is system downtime from the service provider, which can last for several minutes before it comes up, sometimes it may not come up for the rest of the day. This negatively impacts the operations of these agencies in the provision of services, thus affecting their turnaround. The FIRS offices in all locations were generally observed to be clean and well-kept but the taxpayers cannot easily locate the restrooms in one of the offices. There are also inadequate visitors' chairs, so sometimes people are found standing while waiting to be served.

At an office, which is a rented property, there is no water running from the taps and cannot be fixed because there are other occupants in the building making it difficult for FIRS to single-handedly provide water for all.

- **Level of Performance Monitoring and Oversight**

Efficient performance tracking method is sine qua non for quality service delivery. If good performance management system enables the tracing of problem to a specific process stage or officers, it helps put every officer on his/her toes and this facilitates smooth delivery of service. Efficient performance tracking is still lacking in these agencies being reviewed. There is no concrete file movement tracking in terms of inward time and outward time of receipt and dispatch of file to the next stage. Impossible to determine TAT at each process stage. This has the tendencies of encouraging lethargy.

The staff sometimes act as if they are doing taxpayers a favour by serving them. Even an issue that should be resolved within a few minutes will be dragged unnecessarily making the taxpayer to come back another time. Some of them just leave their desks to stay in another office attending to personal affairs or doing nothing at all. Insufficiency/dearth of system of informing applicants that the service output request is ready for collection also makes it impossible to determine the efficiency of officers in charge of collection.

5.8. Summary of Findings

This study identified common constraints and incentive problems that impair service delivery in the issuance of tax clearance certificate. It also assessed the relevance and effectiveness of existing institutional arrangement, incentives, and processes for dealing with specific public service delivery outputs. A summary of the findings include:

Positive

- Facilities, such as waiting areas, restrooms, etc., are generally adequate. However, there are complaints about lack of drinking water for visitors/applicants.
- Staff of FIRS are generally friendly, helpful, supportive and responsive.
- Waiting time is satisfactory: Most applicants expressed satisfaction with the waiting time to be attended to.
- They are in well-known and visible areas of the metropolis except for Abuja that has 3 in rural areas.
- Facilities are safe and secured: Most applicants agreed that the service provider is located in safe and secure areas.

Challenges

- **User Information:** critical information on terms and conditions, especially the costs of services are not provided to the applicant openly or information leaflets made available.
- **Complex Processes:** the procedure of obtaining TCC is generally lengthy and complex for most applicants.
- **Policy Shackles:** the privatisation policy is stretched too far such that key facilities used are owned by persons outside the service provider and the processes followed to access them so difficult. The end result of this is that the FIRS does not have direct influence on the service and as such those that manage it on its behalf mismanage it due to their insensitivity to the customer needs.
- **Network Failure:** Much of the processes are performed online. Frequent network failure slows down the process, in many cases, for several hours or more.
- **Poor Attitude to Service Users:** Applicants are bullied and ignored or told to ‘come back tomorrow’ without any satisfactory reason and after the applicant might have waited for hours to receive service.
- **Lack of Training:** most staff have not undergone any form of training for upwards of five years.
- **Centralisation of Routine Decisions:** several decisions including mundane ones are centralised at the headquarters. In FIRS, for example, even the supply of stationery is centralised. It was reported that at a workshop in Kano, persons that provided meals and refreshments were sourced centrally from Abuja and Lagos.
- **Absence of Complain Procedure:** Although there are suggestion boxes and enquiries are answered, there is no structured procedure/policy for handling complaints. Applicants are referred to several people and in the end the complaints are ignored.
- **Lack of Power Supply:** Nearly in all locations service providers use generators as their main source of power. These generators are old, costly to maintain and breakdown often.
- **Lack of Equipment:** There are complaints about lack of equipment.

5.9. Policy Recommendations

- **Inter-Governmental Cooperation in Tax Administration: Double Taxation and Tax Avoidance Issues**

To eliminate double taxation, which has been identified as a key disincentive in tax reporting in Nigeria, we recommend the strengthening of the collaboration between FIRS and State Boards of Internal Revenue through the Joint Tax Board (JTB).

- **Integrated and comprehensive corporate communication system:**

Given that communication drives strategy, there is the need to rethink the corporate communications strategy and process in FIRS and through this strengthen the capacity of the functional departments to develop and implement a robust, integrated and comprehensive support plan to achieve the critical objectives of FIRS. A defined line of communication strategy between FIRS officials and taxpayers should be setup for direct and prompt communication as to improve on TAT.

- **Institutional Risk Management**

There should be Risk Management department to handle Compliance risk, Accountability risk, Collection risk and Registration risk.

- **Strengthening Public Education through the Federal Enlightenment and Engagement team in FIRS:**

FIRS needs to develop a strategic communications plan to support the corporate objective of creating awareness of the benefits of Taxation, inculcating the value of compliance to engender the desired results of expanding the taxpayer base in Nigeria. One key plank of this strategy is weaving Tax Education into the school curriculum so that the citizenry will gradually imbibe the attitude of paying tax.

- **Creation of Customer Service Hubs:**

There is the need to carve out Customer Service Hubs within existing offices with a Welcome Desk where Customers check in on arrival; Front Office Desks for each functional process in the same space where there is a representative of each of these units who is the Service Coordinator liaising with each of the units to serve the Customer without the Customer milling or groping around looking for the right desk or office to go to. There will be adjoining rooms to the Hub with clusters of seats where brief meetings for specific needs will be held.

- **Deepening Institutional and Stakeholder Cooperation**

To enable greater compliance and bringing more eligible taxpayers into the tax net, we advocate the establishment of an FIRS Desk in the Corporate Affairs Commission (CAC) to

enable the assignment of Tax Identification Numbers as well as the registration of new companies for tax purposes. The current practice by the enabling law allows tax entities to register for tax purposes between six to eighteen months of incorporation. To bring more companies and eligible entities into the tax net, we recommend a simultaneous process of CAC and FIRS registration where there is a relationship between the Registration Certificate Number and Tax Identification Number.

6. Common Constraints and Bottlenecks to Service Delivery in the Process of Obtaining a National Identification Card from the Nigerian Identity Management Commission (NIMC)



6.1. Issuance of National Identity Card

The NIMC Act 2007 provides for the establishment of the NIMC, its functions, powers, establishment of the National Identity Database, assignment and use of general multi-purpose cards and the National Identification Number (NIN). This act repeals the law that created the former Department of National Civic Registration (DNCR) and the transfer of its assets and liabilities to the NIMC.

6.2. Sampling

It was agreed at the February 14, 2017 Abuja meeting that 25 service users should be selected for the survey in each location.

There were 35 number of Enrolment centres in FCT, 85% are in Abuja Municipal Area Council and others are spread across the remaining five Area Councils.

For this study, three centres were visited for this study, two in Abuja Municipal Area Council which are in the urban area and one other centre in the semi-rural area

- NIMC Headquarters Wuse Zone 5
- Apo Resettlement AMAC secretariat
- Gwagwalada Old secretariat

6.3. Overview on National Identity Number (NIN) in some Selected Countries

In The Gambia, the National Identification Number (NIN) consists of 11 digits in the form DDMMYY-PG- ##CS. DD MM YY indicates date of birth, PG indicates place of issuance and nationality, ## is a serial number and also indicates sex and CS is a check sum.

In South Africa, every citizen must apply at the age of 16 years. The ID number is already allocated at the time the birth certificate is generated and required for child passport application.

Zimbabwe: Starting in the early 2000 the National ID number is now assigned at birth and is printed on the long birth certificate by default. Upon reaching the age of 16 the applicant then must go to the registrar general's offices in their district to obtain a national ID.

India has World's biggest Biometric ID Programme, the Indian Government on 28 January 2009, established an Authority called the Unique Identification Authority of India (UIDAI) to issue a Unique Identification Number to all citizens and residents of India. UIDAI's Aadhaar card project gives each Indian citizen a unique 12-digit identification number, along with recording their biometrics such as iris scan and fingerprints on a UIDAI database and the card is being rolled out to all eligible citizens. The first Aadhaar number was launched in Maharashtra in the village of Tembli, on 29 September 2010. So far up to February 2016, 984 million (98 crores) Aadhaar Numbers have been issued. In October 2015, 93 percent of adult Indians have an Aadhaar card. There is no Aadhaar smart card but UID information of a card can be printed on a piece of paper or on a plastic card. After the recent order by the supreme court of India Aadhar card is not mandatory for availing public services. Government has also authorised printing of Aadhar like Pan cards i.e. in PVC cards.

6.4. The Service Provider - National Identity Management Commission (NIMC)

The enrolment of individuals for the National Identity Number (NIN) and the issuance of the National Identity card is NIMC's core service. The NIMC Act 2007 provides for the establishment of the NIMC, its functions, powers, establishment of the National Identity Database, assignment and use of general multi-purpose cards and the National Identification Number (NIN). The NIMC Act 2007 provides the repeal of the law that created the former Department of National Civic Registration (DNCR) and the transfer of its assets and liabilities to the NIMC.

6.4.1. The National Identity Number (NIN)

Enrolment of individuals for the National Identity Number (NIN) is NIMCs' core service. NIMC operates enrolment centres nationwide for this purpose. The FCT, for example, has enrolment centres spread across six (6) Area Councils of Abaji, AMAC, Bwari, Kuje, Kwalli and Gwagwalada.

Enrolment consists of the recording of an individual's demographic data and capture by all his/her fingerprints (ten, usually), head-to-shoulder facial picture and digital signature, which are all used to cross-check existing data in the National Identity Database to confirm that there is no previous entry of the same data.

Once this [de-duplication] process is completed, the data is stored with a unique NIN assigned to it.

The individual is then issued with a NIN slip bearing his/her unique NIN. It is the NIN that helps tie a person to his/her records in the database and is used to verify his/her identity.

6.5. Process of Securing Identity Card

A process is a collection of activities that takes one or more kinds of input and creates an output that is of value to the customer. In the case of a National ID Card, the NIMC considers an application (enrolment) as its input, which later results in the delivery of a National ID Card. The delivery of the ID is the value that the process creates.

The NIMC website outlines seven (7) steps in the self-service or "walk in and do it yourself" process of enrolment, as follows:

Table 23: Walk in and do it yourself enrolment

Step 1	Applicant walks into an Enrolment Centre and obtains an Enrolment Form
Step 2	Applicant fills the Enrolment Form, providing the required demographic information
Step 3	Applicant approaches the Enrolment Officer who collects the completed form and inputs the details into the Enrolment Application
Step 4	Applicant verifies and confirms the enrolment data on the system
Step 5	Applicant has his/her head shot photograph, fingerprints and signature captured
Step 6	Applicant has his/her supporting documents scanned

Step 7	Applicant's enrolment is acknowledged; two (2) slips are generated and given to the applicant: a) Transaction Slip b) NIN Slip indicating completion of enrolment
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Supporting Documentation

Applicants are required to bring along any of the following as proof of identity for NIN enrolment:

1. Old National ID card
2. Valid Drivers 'License
3. Valid International Passport
4. Voter's ID Card (PVC)
5. Government Staff ID Card
6. State of Origin certificate
7. Birth Certificate/ Declaration of Age
8. Any other valid ID document (as accepted by NIMC)

Assisted Service

Assisted service is a "walk in and get assistance from a support officer" method of enrolment. This method involves the same steps as the self-service above, but in this case the applicant cannot fill the Enrolment form on his/her own and walks into the Enrolment Centre to be assisted by a support officer whose responsibility is to guide the applicant in correctly completing the Enrolment Form with the required information.

Pre-Enrolment (Online)

This is the "do it yourself whenever and wherever you are" process of enrolment. For this enrolment process, the applicant visits the official website of NIMC (<http://www.nimc.gov.ng>) and pre-enrolls online using the pre-enrolment portal (<https://penrol.nimc.gov.ng>) then prints out a summary sheet that has a 2D barcode. It is important to note that the online Pre-Enrolment is an initial step in the enrolment process. The enrolment is only completed after the applicant gets his or her biometric data (fingerprints, headshot photograph and signature) captured and processed by an enrolment officer at an Enrolment Centre.

The following five (5) steps are taken in the Pre-Enrolment (Online) process:

Table 24: Steps in NIN enrolment

Step 1	Applicant visits NIMC website to access the pre-enrolment portal (https://penrol.nimc.gov.ng) and the online web form
Step 2	Applicant fills the Enrolment Form online and prints out a summary sheet with a 2D barcode and Registration Identification number
Step 3	Applicant verifies and confirms the enrolment data on the system

Step 4	Applicant has his/her supporting documents scanned
Step 5	Applicant's enrolment is acknowledged; two (2) slips are generated and given to the applicant: <ul style="list-style-type: none"> a) Transaction Slip; b) NIN Slip indicating completion of enrolment

Mobile Service

The mobile service process involves an applicant enrolling for the NIN by going to any of the Mobile Enrolment Stations available in his/her neighborhood at any point in time. For this method of enrolment, the applicant may request for an Enrolment Form and personally complete it or request for assistance from the support officer. This method is valid and complete after the biometric data of the applicant is captured and the data in the filled Enrolment Form processed by the Enrolment Officer at the station.

Clarity on what constitute the Output from Service Providers and Client point of View

A fundamental problem with the NIMC stems from a difference in understanding and interpretation of what constitutes a process between the service provider, in this case NIMC, and the citizen applying for a National ID card i.e. what constitutes the output in the National Identity Card process?

To the NIMC Management, it seems to be the generation of a transaction slip and a NIN slip. To the citizen seeking a National ID Card, it is the card itself and the two slips are simply inputs into the process. The possession of a transaction slip and an NIN does not create value for the customer and the process is, therefore, incomplete or inchoate.

To complete the process the cards must be produced and distributed to the applicants. Even though the production of National ID cards is a back-room process requiring no interface with the customers, it is correct to regard the process as incomplete until the collection of the cards.

Collection of the NIN

1. At the completion of the Enrolment Process, applicant would be issued two (2) slips:
 - a. Transaction slip
 - b. NIN slip
2. Applicants ideally collect their NINs at the enrolment centres where they enrolled, but in certain circumstances they can request the NINs be transferred to other centres of their choice.
3. NIN can only be collected by an individual after biometric verification
4. Minors are not issued with the National ID cards until they attain the age of 16
5. It is mandatory for every citizen and legal resident to enrol for the National Identification Number (NIN)

The NIMC website outlines a 6-step procedure for the collection of e-ID card:

Table 25: Steps in NIMC e-ID card collection

Step 1	You must have received an SMS from NIMC
Step 2	Collection Centre: Go to the NIMC Collection centre indicated in the SMS sent to you. Take your NIN/Transaction slip along. mention the Batch ID on the SMS
Step 3	Envelope given/ received: Receive your National e-ID card in a sealed envelope. Open the envelope. Take out the card, sign on the space provided at the back after reading. Please, keep all the inserts in the envelope safely.
Step 4	Biometric Verification: Do a Biometric Verification to confirm that it is your card. This also confirms that the card has been properly printed.
Step 5	Pin Number Selection: After biometric verification, you will be required to enter a four (4) digit number chosen by you to activate your National Identity e-ID Card.
Step 6	Fund Loading: There is provision for fund loading at the NIMC collection centre. You can also do actual cash loading at any branch of Access Bank nationwide

6.6. Findings on The Process Mapping Outlined By NIMC

1. The enrolment process from completion of Enrolment Forms, the signing of a digital signature and the activation of an e-ID card using a 4-digit number will require a very high level of literacy and numeracy of the customers. To apply online and check for your card, also online, will also require even a higher knowledge of computer literacy.
2. The outlined procedures also do not tell you that the process can take years before it delivers the output – a National e-ID card. The long waiting time is sufficient to kill the citizens' desire to acquire a National e-ID card.
3. The National e-ID process outlined does not tell you that the Enrolment Centres are few and thinly spread. Since its launch in 2012, the Enrolment Centres are found in only about half of the 774 local governments in the Federation. The Mobile Enrolment unit is made up of five (5) buses stationed at the NIMC Headquarters in Wuse, Abuja. The outreach of mobilization of citizens to enrol for the National Identity Number (NIN) has been very limited and only 15 million Nigerians have enrolled since inauguration or rollout in 2012, which is less than ten per cent of total population.

Interface/Interaction With Service Providers

To identify the main constraints and bottlenecks hampering the effective delivery of government services to the public, there is the need to engage and interrogate the service providers and the users of government services by evaluating two sides of the coin. The evaluator/researcher can then, come up with the factors that are critical to the success of improved service delivery.

During this investigation, we engaged the management of NIMC to come out with what they considered the major challenges to their operations in enrolling and providing National Identity Cards to citizens and legal residents in Nigeria. The focal person for our exercise provided an already prepared write up of NIMC's challenges and constraints, which we reproduce verbatim below:

6.7. NIMC Challenges & Constraints

1. Enrolment Systems

NIMC has only about 2,283 functional enrolment systems for data capture. NIMC need additional 25,000 enrolment systems and mobile kits to meet the demand of the nation to achieve a national coverage including remote areas and enable ease of registration. This would enable NIMC have presence in all the 774 LGAs, special centres and other relevant locations.

2. Offices

NIMC, by design has offices in all the 774 Local Government Areas (LGAs) but only maintain active presence in 497 LGAs for now. The need to reactivate the remaining 277 LGAs is important but funding is a constraint. Reactivating the remaining 277 LGAs centres is very critical to expanding coverage.

3. Enrolment and Nin Utilization Drive

The National Identification Number (NIN) is the most important tool in identifying a person in Nigeria. Currently, only about 14 million persons have been enrolled and issued NIN. There are no pertinent incentives for the use of the NIN, hence the low turnout to enroll. It is very pertinent to create a NEED for the NIN and enforcement of mandatory use of the NIN for service delivery.

4. Card Personalization Bureau

NIMC has a mini Card Personalization Bureau with capacity to optimally produce about 4 million cards a year. With enrolments at 14 million, there is an urgent need to increase the bureau capacity or extend the card personalization to 3rd party bureaus to meet the demand. Presently, only about 1 million cards have been personalized amidst myriad of other challenges. It is important to upgrade and expand the card bureau to meet the demands of the card personalization of registered individuals.

5. Blank Cards

The blank National ID Card is manufactured and produced outside Nigeria with huge costs including import duties (shipment), custom duties etc. Local manufacturing and production of the blank cards in Nigeria will go a long way to reduce the huge costs of cards and its importation.

6. Power

To run and operate all the Enrolment and Registration Centers across the nation, clean and steady power supply is required. The constant power outage and fluctuations has necessitated the deployment of power generating sets in all the ERCs including our administrative offices, corporate headquarters and disaster recovery site.

7. License

NIMC depends heavily on technology for its business processes, solutions and service delivery. These advanced technologies are procured internationally with associated costs of licenses, support and maintenance. The cost of renewing these technologies' licenses and support/maintenance has become a huge burden on NIMC budget and fiscal responsibility.

8. Harmonization

NIMC's mandate includes harmonization & integration of existing disparate identity databases in government agencies to scale up the National Identity Database. Considering that there are about 22 stakeholder agencies with one form of database or the other, the cost of aggregating, consolidating, cleansing, harmonizing and integrating these databases is increasingly high. Presently, migration of Bank Verification Number to NIMC has commenced.

9. Connectivity

NIMC has a Metropolitan Area Network (fibre connections), Wide Area Network (VSAT) and Local Area Networks (through VSAT or Dongles) for achieving network communications/connections across its offices & ERCs in the country. The cost of maintaining these infrastructures, procuring bandwidths and providing security across the networks is huge and its one of the challenges faced by the Commission in ensuring secured real-time, online data transmission and verification.

10. Maintenance & Support

NIMC is a huge IT-driven organization. The NIMC infrastructure needs support and maintenance. The maintenance and support cost is usually a percentage of the total deployment cost of an infrastructure (equipment, software etc.). Maintenance and Support affects every component of the NIMS – enrolment, cards, NIDB, verification & authentication etc., and requires huge and crucial funding.

11. Personnel

NIMC being an IT-centric firm need skilled personnel in different IT areas amongst other professional areas. It has been difficult for NIMC to attract and/or retain skilled IT workforce because of currently poor remuneration comparable to other sectors like the

Private Sector. The Poor remuneration is therefore a big challenge to NIMC in sustaining the NIMS project.”

The management again highlighted their main challenges and constraints in the delivery of efficient service to the citizenry as:

- Lack of power supply to keep the systems running for 24 hours
- Lack of staffing and manpower capacity to run the facilities.
- Poor salaries and remuneration to NIMC staff has resulted in many good hands leaving the organization for greener pastures.
- Lack of equipment, functional enrolment systems for data capture, and other logistic infrastructure due to paucity of funds
- High cost of running/availability of connectivity
- Lack of funds for staff training

The summary of NIMC management’s submission is that the Commission is poorly funded given the burden of expenditure required for their operations. The remuneration package and conditions of service are also poor compared to the conditions of service in other IT-centric organizations and the private sector. We took on the issue of funding of NIMC operations by looking at their budgetary appropriations and releases in the past few years.

Table 26 below gives the budgetary appropriations to NIMC and the releases for the past nine (9) years (2008 – 2016), In absolute terms, budgetary releases for NIMC have declined drastically from their peak years in 2012 and 2013 as captured by the bar chart in figure 3.1 below. Releases as a proportion of budgetary appropriation have remained at 50 percent for the last two years 2015 and 2016. The paucity of funding is a major constraint on NIMC performance is real and paralyzing.

Table 26: Budget Appropriated versus release from 2008-2016

Year	Amount Appropriated	Amount Released	Variance
2008	2,500,000,000	1,228,309,468	49%
2009	313,056,250	175,585,039	56%
2010	3,000,000,000	1,731,937,312	58%
2011	866,561,380	548,538,264	63%
2012	12,619,389,895	7,179,420,840	58%
2013	12,344,450,000	7,009,304,428	56%
2014	7,033,857,255	2,997,798,947	42%
2015	1,536,476,180	768,238,090	50%
2016	945,000,000	472,500,000	50%
TOTAL	41,158,790,960	22,111,632,388	19,047,158,572

Source: NIMC

Remuneration, training and other conditions of service, we again observed a very disturbing phenomenon. The number of staff resignations from NIMC have been on the high side. There were 80 staff resignations from NIMC in 2014. This declined to 36 in 2015 but again rose to 62 in 2016. There have been 10 resignations from MIMC this year. NIMC operates the Consolidated Public Service Salary Structure (CONPSS), which it does not have to. The NIMC Act 2007 gives the Commission, the power to “fix the terms and conditions of service, including remuneration of employees of the Commission” (section 6, of the Act). However, the Commission’s Board has continued to follow the pay structure of CONPSS, with adverse consequences for her staff welfare. This is not surprising given that the Board is packed with many Civil servants.

6.8. Findings at NIMC Database and Enrolment Centres

Findings from Database Centre

Location	Application Steps	Challenges
NIMC Headquarters, Wuse Zone 5	<p><u>STEP ONE</u></p> <p><i>The entrance gate/reception:</i> This is where applicants are being screened and checked for security purposes.</p>	<ul style="list-style-type: none"> • Lack of space to accommodate applicants and non-conductive environment as the air conditioners were not working.
	<p><u>STEP TWO</u></p> <p><i>The Conference room:</i> This is where the applicants are being ushered in after been screened at the gate for proper documentation before capturing to avoid errors</p>	<ul style="list-style-type: none"> • Lack of space to accommodate applicants and non-conductive environment as the air conditioners where not working. • Lack of A4 paper to print the application forms • Malfunction printers which need to be fixed
	<p><u>STEP THREE</u></p> <p><i>Data capturing Centre:</i> This is where the applicant information or data is being keyed into the computer system and finger prints are being captured.</p>	<ul style="list-style-type: none"> • Lack of A4 paper to print the printout of the applicants after completion. • Lack of funds to buy new ink to feed the printers, thus resulting to refilled ink being used, which makes the printout of a poor quality. • Most of the printers are not working at all • The environment is not conducive as most of the air conditioners are not working which puts at risk computer systems
	<p><u>STEP FOUR</u></p> <p><i>Customer Care Unit:</i> This is where customers lodge their complaints and challenges</p>	<ul style="list-style-type: none"> • Most of the customers' challenges were about when their cards will be ready • Lack of funds for training of staff.
	<p><u>STEP FIVE</u></p> <p><i>Production Unit:</i> This is where Cards are produced. However, our focal person that was to take us to that unit was not available.</p>	

Findings from Enrolment Centres

Location	Observations	Challenges
Wuse, Zone 3 Enrolment Centre	This centre is yet to start operation due to lack of funds	
Apo NIMC Enrolment Centre	<ul style="list-style-type: none"> • The Centre was opened in 2013 • There are telephone lines that applicants can call for enquiries or complaints 	<ul style="list-style-type: none"> • Lack of electricity/power; the Centre runs on generator between 10am to 4pm daily. Staff contribute money to buy diesel • No convenience/toilets for applicants • Inadequate furniture such as tables, chairs etc. • Inadequate/limited stationaries such as A4 paper • Internet subscription is usually paid for by staff • Poor internet connection • Lack of toner – this affects quality of the print out
Gwagwalada NIMC Enrolment Centre	<ul style="list-style-type: none"> • The Centre was opened in 2013 • Access to the Centre is easy for most applicants • There is an adequate waiting area • The Centre uses solar energy to power equipment (It has been on for 7 months) • At least an average of 40 – 50 applicants are attended to daily • There is an immigration Officer on ground to detect applicants that are non-Nigerians • Cards are not issued at the Centre 	<ul style="list-style-type: none"> • Lack of water, toner, fans and Air conditioner • Lack of security personnel and limited number of cleaners • No convenience/toilets for applicants • Furniture such as tables and chairs are in a state of disrepair • Access to internet is slow at times • The only cleaner in the Centre is paid ₦10,000 per month

6.9. Results of Citizen Satisfaction Survey (CSS) for Frontline Service Delivery (FSD) in the Process of Acquiring a National Identity Card

- **Availability, Access and Use of Facilities**

Enrollment centres are easily accessible to those residents of Apo and Gwagwalada, while those enrolling at the NIMC Headquarters do not have that privilege. Only 35% of respondents have access to a NIMC Enrolment Centre, although overall, because of the proximity of Apo and Gwagwalada, respondents, over 70% said they have easy access to an enrolment centre.

The distribution of enrolment centres also had implications for time taken to get to the centres and the time taken to complete the processes. Hence, respondents from NIMC Headquarters took longer time in getting to the centre and equally longer time in completing the enrolment process than those at Apo and Gwagwalada.

- **Usefulness**

On the usefulness of frontline service delivery in the process of acquiring a National ID Card, all respondents to the questionnaire found the enrolment officials to be helpful in all centres. Staff were generally perceived to be courteous and friendly. However, the most complaints about staff hostility came from the Gwagwalada office.

6.10. National Identity Card Mystery Shopping

This section details the results of a Mystery Shopping exercise to Identify Common Constraints and Incentive Problems in the process of obtaining a National Identity Card, carried out by STE under the EU-Support to the Federal Governance Reform Programme (SUFEGOR). 3 visits were carried out to front line National Identity Card Issuing Center in the FCT-Abuja. The project sought to assess the standard of service offered and consider how well the service provider were likely to fulfill their statutory obligations to citizens seeking to obtain the National Identity Card.

The Exercise aims to assess the quality of service provided to citizens seeking to obtain the National Identity Card in the FCT. The Exercise was undertaken within 5 days.

The ‘Mystery Shopper’ (MS) carefully documented his experience with services rendered by the service provider and responses received in the NIMC FCT National Identity Card enrolment center. The quality of responses and services received were evaluated based on 7 Service Delivery evaluation criteria:

1. Accessibility
2. Service standards
3. Courtesy
4. Information
5. Openness and transparency
6. Responsiveness
7. Value for money

6.11. Evaluation of NIMC Service Delivery: A Mystery Shopper Experience

The NIMC operate two different processes: an e-based process through a pre-enrolment portal and a manual (“walk in and do it yourself” process of enrolment). The e-based enrolment requires registering online and then visiting the nearest NIMC data capturing center for biometric data capture. This process is usually more efficient. However, at the time of conducting this mystery shopper experience survey the NIMC pre-enrolment site was down. So, the mystery shopper could not conduct the pre-enrolment exercise through the NIMC-Website. The Mystery shopper explained that during the Mystery Shopping that even when users conduct the pre-enrolment online, they are usually required to print out their online pre-enrolment form and are requested to submit the print-out form to the NIMC data capturing unit. Sometimes upon completion, the print-out copy is usually rejected by the NIMC data capturing officials for the lack of clarity in the black code. Hence the user is usually asked to repeat the pre-enrolment process manually.

In the manual form of enrolment process, an applicant walks in to an Enrolment Centre and fills an Enrolment Form (hard copy). The completed form is handed over to the Enrolment Office who in turn captures the biometric data of the applicant and process the data in the completed Enrolment Form.

6.11.1. Mystery Shopper Findings

Mystery Shopper Questions	Findings
Are services easily accessible?	The Mystery shopper observed that the NIMC staff made the process of obtaining the National Identity Card accessible to every eligible citizen (A Nigerian citizen) if he or she presents a valid identity card. In the case the person seeking for the National identity card is a Nigerian but does not possess any form of identity card, he/she is asked to obtain an affidavit and a police report.
Do Mystery Shoppers feel that staff are offering the requested service based on the stipulated service Standard?	The Mystery Shopper did not observe any form of Service Standard displayed. However, the NIMC Staff were very professional in carrying out their assignment.
Is the Mystery shopper treated with courtesy and consideration when trying to obtain the National ID Card?	In the service delivery unit visited, the Mystery shopper observed that the NIMC staff were not brash or harsh in discharging their duty. However, the Mystery shopper also observed that even though private security agents are being employed by the NIMC Management they don't seem to be doing their job. At all-times the Mystery shopper visited, the private security guard seemed nonchalant and rude.
Are Mystery Shoppers offered information, advice and advocacy if needed on the process of obtaining the National Identity Card and related issues and is this information clear?	<p>NIMC have a duty to ensure that advice and information about the process of obtaining the National Identity Card, are available free of charge to anyone as long as he/she is a citizen of Nigeria. Sometimes this duty may be contracted out. The Mystery shopper observed the following:</p> <ul style="list-style-type: none"> - Staff in NIMC offered some advice about how to obtain the identity card; in fact, there was a help desk dedicated for this purpose. - There is a TV in the waiting room that plays out pre-recorded information on the process of obtaining the Identity Card. - The information provided by different NIMC staff about the process of obtaining the National Identity Card are identical - The Mystery Shopper was provided with a detailed information pack, by staff and the NIMC website.
Are the grievances of the Mystery shopper addressed?	No dedicated grievance redress mechanism was identified by the Mystery Shopper. In fact, it is not clear who is responsible to gather information concerning user feedback or grievances.
Are the Mystery Shoppers given the opportunity to submit an enrolment application?	The process of enrolment is clear. There are two stipulated processes of enrolment, the first path is e-enrolment and the manual enrolment procedure, which is done by the user filling out user information in a paper form in the NIMC Enrolment Center. However, it was observed the e-enrolment form is not accessible, and even when it is accessible the filled enrolment forms are usually rejected by the NIMC staff. The reason given was that the back-code Scanner could not read the printed-

	out form. This is because most of the users usually print out the e-form on black and white paper. Hence, there is the need for sensitization of user that the printed-out should be done in coloured paper.
Are the Mystery Shoppers offered or referred temporary identification card in an event the National Identity Card is not ready?	Generally, all users were offered a temporary National Identification Card in the form of a slip after they must have completed the enrolment, verification, authentication and data capturing process. The mystery shopper was told that he will be notified via email when the original National Identity Card is ready for collection. However, he was asked to laminate the temporary ID card issued to him.
Mystery Shoppers' impression on the physical environment of Receptions.	Once inside the building Mystery Shoppers also commented on the differences in physical environment as general personal impressions of Mystery Shoppers. The Mystery shopper praised the NIMC staff for their clean and well-organized environment.

6.12. Summary of Key Findings

The Problem

Government efforts toward the creation of an integrated National database that features information about all Nigerian citizens has not yielded the desired results. Instead, it resulted to putting in place short term crash programmes on such issues as printing of National Identity Cards, registration of voters' cards during elections, and conducting of population censuses.

For example, government first mooted the idea of a National Identity Card in 1978. In 2001, government awarded contract to a consortium led by French firm Sagem, for the production of identity cards for all Nigerian citizens. However, the identity card scheme was marred in 2003 by corrupt practices and only a few Nigerians received identity cards under the scheme.

Key Challenges

In 2007, the government tried to re-start its entire National Identity architecture by introducing a National policy on Identity and the enactment of the National Identity Management Commission Act. Although, the NIMS has recorded some success since its relaunch, it still faces some key challenges; Instituting necessary security controls and protocols as well as insuring necessary technology transfer, delay in issuing national identity smart cards to people who have registered. Failure of consessionarise to fulfil their obligations including setting up and running the enrolment centres because they have not been able to secure the financial resources to invest in the NIMS and deliver on their obligations.

Difficulty experienced by the Commission to get Nigerians to enrol for the National ID system, as it had expected, poor citizen turn out as a result of the misunderstanding of the Commissions' activities and comparing it with the past. High cost of running the enrolment centres because of the needed stable power supply and internet connectivity. Dearth of requisite resource, public cynicism and unfavourable perception of the identity sector, stemming from the wasted efforts of the past. Marketing the NIMS/mass appeal. Political support and supervision. Dealing with vested interests. Slow capacity building and private sector ambivalence and fence sitting. We shall highlight some of these constraints and bottlenecks in the delivery of National ID cards.

Findings

1. A major finding of the identification of service delivery constraints and bottlenecks in the process of acquiring a National Identity Card is that the institution charged with the responsibility of issuing the National Identity card has an administrative challenge. The Board of Governors of NIMC is made up of 18 members, only one (1), the Director General/CEO, that is full time, all the others are part-time with fourteen (14) representing a disparate number of government agencies and institutions.
2. Some Nigerians have a previous NIC, the public need to be educated as regards the difference between what they had previously and this new one. Public misunderstanding of the importance of NIN as well as NIC. More so, NIMC is issuing out NIN not NIC because of non-availability of card which is imported
3. There is also policy incoherence in the NIMC. The desire of the then government to expand coverage, they directed the issuance of a National ID card free of charge to the citizens. The government pledged to give NIMC ₦30 billion to bank roll the program. Till date that pledge has not been redeemed and the free ID card scheme has become unsustainable and unimplementable. It has also made the project unattractive to private sector participation.
4. Budgetary Appropriations and Releases to NIMC
The issue of funding NIMC operations is a very serious constraint, perhaps a major threat to its survival. Not only have the appropriations to NIMC dwindled since their heydays in 2012 and 2013, but even the paltry amounts appropriated in the budgets are never released to them regularly and timely.
5. A commission has a right to set a salary structure for its staff and on issue of staff remuneration, there is a need for the staff to understand that NIMC does not generate any fund like other commissions so salary may not be same structure
6. There is also the need for NIMC to take its core value of transparency very seriously. Transparency refers to openness and full information disclosure. In the context of the frontline service delivery, transparency refers to openness in every aspect of the service. It is therefore surprising that all respondents to the CSS question whether they were told at the start how much the service will cost, was negative. They were not told. Since enrolment and issuance of ID card are free a

notice to that effect should be displayed everywhere at the enrolment centre for applicants /user to know.

Government Induced Constraints

- The Foreign Exchange Policy of the Government led to the inability of NIMC to import cards.
- Inadequate Cash backing for the appropriated budget release for the Commission.

Logistics/Infrastructural Constraints

- Lack of Appropriate Equipment to deal with demand. Offices visited complained about lack of steady Internet access, electric power supply and non-fueling of generator.
- Waiting time at service delivery office: It takes an inordinate amount of time for applicants to be attended to.
- Poor queue management system
- The Headquarters, though connected to national grid, experiences frequent power failure. Due to the peculiarity of data sets in the archives the generator is always on and the gulps a lot of the fund provided
- Poor Waiting Rooms for clients
- Poor facilities like water, toilets etc.
- Inadequate database and lack of interconnectivity between agencies as to access citizen's details just through his NIN as to aid information sharing and intelligence gathering
- Insufficient and out-dated equipment. Available equipment not consistent with level of demand for the service.

Human Resources-induced Constraints

- Insufficient monitoring and oversight of performance of core processes per officer
- Some staff intentionally hide information about process
- Large number of uncollected identity card due to poor communication on pick up of card and the time interval of availability of card compare to the time of capture/ enrolment.
- Training: inadequate capacity development. No staff has attended any NIMC funded training since 2015.
- SERVICOM desks not serving as a point for accountability.

6.13. Recommendations

Based on the findings of this study, the following recommendations need to be institutionalised to strengthen the service provision for Nigerian Identity Management Commission (NIMC). The recommendations have been grouped into Immediate term, which includes all suggestions for improvement that should be carried out within a year, Medium Term (within three years), and Long Term (within five years).

Recommendations for the Nigerian Identity Management Commission (NIMC)		
Immediate (Within One Year)	Medium Term (Within 3 Years)	Long-Term (Within Five Years)
<ul style="list-style-type: none"> • Upgrade of the NIMC/NIN portal to create a more tactile, informative, interactive, enlightening and pleasurable customer experience. • Training of Officers manning the SERVICOM Desks in the agency offices on the proper customer service. • Upgrade Internet facility. • Awareness programmes should be designed to form part of the process for the public. • Ensure that facilities such as toilets are well maintained and kept clean. Facilities need to be adapted for physically challenged and appropriately gendered. • Institute a performance management system for the staff of the NIMC. • The Federal Government must consider other ways of electricity generation. • Provision of signage, which indicates and explains the process of NIN and the turnaround time to offices that do not have appropriate signage. Display of signage should be mandatory. 	<ul style="list-style-type: none"> • Staff Welfare: Set up a staff welfare programme including at the very minimum, medical and housing scheme for all cadres. • There needs to have uniformity in the facilities as well as quality of equipment and tools used. We therefore recommend that NIMC should develop models and franchising system to ensure quality service delivery. 	<ul style="list-style-type: none"> • It is recommended that a uniform approach be taken to have an enrolment centre in every ward and ensure they are functional • Centralization of all biometrics for Nigerians should be at NIMC. Also link birth and death registration to NIC/NIN • The Government should put in place a management board to supervise the NIMC centre and can take appropriate decisions. This will come from within the NIMC establishment.

7. Synthesis of Lessons Learned: The Way Forward

7.1. Common Constraints to Service Delivery in the 4 Public Service Providers

The constraints common to all the service providers (FRSC, NIS, FIRS and NIMC) surveyed for the study are presented below:

Government Induced Constraints

- i. The standard Turn Around Time (TAT) for service delivery increases cost to get Service delivered to citizens. The delay in service delivery to customers among the agencies induced corruption and no respect for queue procedure and quality;
- ii. The centralization of Internet service provider (Galaxy Backbone) for all Government MDAs has also caused bottlenecks in the issuing of passports, as fluctuations in internet services from this source alone delayed achieving in the standard TAT;
- iii. Cumbersome processes to get a service delivered increases delays and costs, for instance, whenever there is an issue with payments in any state, all queries have to go to Abuja. This causes further delays;
- iv. Delay in budget release constitutes a central challenge to satisfying contractual obligations with service providers under the PPP arrangement for delivery of materials. For instance, printing of passport booklet is contracted to IRIS to supply of passport materials to NIS and ID Card materials to NIMC has been delayed as a result of delay in capital budget releases. This has also increased the TAT for service delivery. Thus difficulty accessing budget to establish and expand services and improve quality was a challenge;
- v. Epileptic power supply from the Electricity Distribution Companies distorted the lead time to processing of request to customers and this has increased the standard TAT to deliver a service to the customers

Logistics and Infrastructure Induced Constraints

- vi. **Lack of effective performance oversight.** Formal processes for monitoring and supervision are not followed or enforced; and informal processes are insufficient. This includes cases where monitoring and supervision processes are not clearly defined or understood. Crucially, this includes both top-down monitoring and forms of bottom-up monitoring or supervision. The monitoring system for each application is in need of an overhaul;

- vii. Shortage of Appropriate Equipment to accommodate the level of demand for services from customers, which increases both the standard TAT on the part of the agencies and the waiting time on the part of the customers;
- viii. Inefficient queue management systems results in citizens spending an incalculable number of hours at service points, with high tendency to be induced to pay for hidden costs;
- ix. Poor sensitization of the general public on the procedures for online application and poor signage at the premises of the agencies to direct customers to service points.

Human Resources Induced Constraints

- x. Demoralized of staffs due to irregular promotion and stagnation and consequent frustrated attempt to increased sources of delay to service delivery is imminent. This couple with poor staff welfare programme; as well as shortage of skilled staff. All these introduce inefficiency;
- xi. Inadequate capacity development and non-strategic training programme are issues affecting staff capacity and skills to deliver services within the standard TAT to customers;
- xii. Poor record keeping system on request and delivery of services.

Moral Hazard Induced Constraints

- xiii. Rent seeking behavior was conspicuous in service delivery as staff created bottlenecks to frustrate applicants, thereby making them patronize brokers (touts) who are affiliated with them. This has led to increased cost and time for service to be delivered;
- xiv. Staff intentionally hiding information about the process and cost of obtaining service with a view of charging premium for the services;
- xv. Since there is no signage to guide customers about the process and the amount of the service to be rendered, a customer cannot walk into a service delivery offices without the assistance of a middleman. This is the basis of internal corruption and denial of services.

Customer Induced Constraints

- xvi. Impatient applicants are unwilling to follow the outlined process and procedures; and are thereby induced to patronise the back door touts/middlemen to be served at a very high cost, which in most cases set a bad standard for other customers;
- xvii. Some applicants deliberately looked for middlemen to accompany them to the service points. This increased crowding in the waiting arena/rooms, with potentials applicant waiting time increased;

- xviii. Due to location problems, users who travel long distances to get to the service centres always want a quick service, and thereby encouraged existence of middlemen, which consequently introduced rent seeking behaviour;
- xix. Complex application process which the citizenry may not understand. The procedure for a customer to be served is lengthy and too complex for most applicants. There is a general lack of help desks or personnel to explain the process; and
- xx. SERVICOM desks which should act as space for accountability were not sufficiently functioning.

7.2. Common Constraints: Causal Factors

A myriad of problems and challenges were identified for each of the surveyed case study service providers – and it will be fairly safe to assume that these issues are not peculiar to them but indeed cut across the entire public service. However, a significant amount of these aforementioned challenges can be said to be directly or indirectly caused by the factors presented in the table below:

Causal Factors	Examples of how these issues are exhibited
<p>Unclear Roles and Functions</p> <p>Findings show that there are often times unclear roles of the all the agencies involved in delivering the services. This allows for unnecessary delays and avoidable issues.</p>	<ul style="list-style-type: none"> • The findings for the FRSC showed that there is a disconnect between the agencies involved in the process of delivering a driver's license to citizens. The lack of interconnectivity and co-operation between the agencies serves to slow down the issuing process. • In the NIS, the role of technical partners in the provision of the e-passport was not very clear to some of the officials. There was also no monitoring of the effectiveness of the technical partners.
<p>Absence of Performance Management</p> <p>There is no prioritization or emphasis on performance management of staff of the service providers. Good work is not rewarded and poor work is not punished. This causes staff apathy.</p>	<ul style="list-style-type: none"> • Lack of Training: the low emphasis on performance is exhibited in inadequate capacity development. This was noticed in all surveyed service providers. More specifically, it was found that no staff has attended any NIMC funded training since 2015. • Low level of Monitoring and Oversight: Staff are generally left to do what they like without consequences. The monitoring system is in need of an overhaul. There are no records of when a file moves from one unit to another. This makes it very difficult to evaluate the actual turnaround time of each application. The system also does not allow for evaluation of down time caused by staff ineptitude or technical malfunctions. • Poor Attitude to Service Users: Applicants are bullied and ignored or told to 'come back tomorrow' without any satisfactory reason and after the applicant might have waited for hours to receive service.
<p>Lack of Accountability to Service Recipients</p>	<ul style="list-style-type: none"> • Absence of Complaint Procedure: Although there are suggestion boxes and enquiries are answered, there is no structured procedure/policy for handling complaints. Applicants are referred to several people and in the end the complaints are ignored.

<p>When the perception/feedback of the recipients of public services (customers) regarding the quality of these services is of no consequence, then the service providers are under no burden to provide quality services.</p>	<ul style="list-style-type: none"> • Absence of comprehensive User Information: critical information on terms and conditions, especially the costs of services are generally not provided to the applicant openly or information leaflets made available. • No Signage: No signage illustrating the service delivery process at almost all of the passport offices that were visited. There were also no signs showing the organizational layout in terms of departmental rooms and offices. • Long Waiting Times: It takes an inordinate amount of time for applicants to be attended to. • Poor queue management systems and poor waiting areas.
<p>Bureaucracy and a lack of innovation in Service Delivery</p> <p>The current system disincentivizes innovation. People could be punished for innovative rethinking of processes. Staff generally follow laid down procedures – highly centralized decision-making. If innovation is encouraged through proper employee engagement, certain processes will be improved upon.</p>	<ul style="list-style-type: none"> • Complex application processes: The citizenry generally do not understand these processes. For example, the procedure for obtaining a Driver's License is lengthy and too complex for most applicants. There is a general lack of help desks or personnel to explain the process. Proper engagement with frontline staff and other relevant stakeholders would no doubt provide implementable solutions. • Centralisation of Routine Decisions: several decisions including mundane ones are centralised at the headquarters. In FIRS, for example, even the supply of stationery is centralised. It was reported that at a workshop in Kano, persons that provided meals and refreshments were sourced centrally from Abuja and Lagos.

7.3. The Way Forward: Strategies for Tackling the Causal Factors

The following strategies can tackle the root cause of the identified challenges and ensure effective public sector reform and reinvention. This can aid in the transformation from a bureaucratic to an entrepreneurial government. In considering these strategies, reformers, managers and champions should note that these tools/initiatives do not have any strict implementation procedures that are set in stone; in practice, their adoption is largely contextual – and focus should therefore be on the goals/objectives of the tools. There are dozens of tools in existence for each of the strategies and more are being developed and modified every day.

It is also worthy to note that not all the tools discussed (or are currently available) will be applicable or effective in every organization. Organizational structure/set up, staff size, mandates etc. will determine which tools can be implemented or adopted. Implementation of strategies can differ from organization to organization. It is up to management to look at the objectives and goals of the tools then contextualize and customize them (where necessary) to suit their realities. These initiatives (within the strategies) are therefore presented for illustration purposes.

Reformers must also constantly adjust their approaches in response to the resistance and opportunities they encounter. In doing so, they will increase the likelihood of these strategies achieving their objectives.

The strategies include:

- I. Making Government Mission-driven & Focused (Clarity of Roles and Functions)
- II. Institutionalizing Reward/Punishment System (Performance Management)
- III. Accountability to Customers
- IV. Minimizing Red tape and Promoting Employee Engagement (Fighting Bureaucracy)
- V. Moving to an Entrepreneurial Culture

I. Making Government Mission-driven & Focused

The aim is to take a step further to provide a detailed description of strategies used to create entrepreneurial governments, reinvent government from a Bureaucratic government to an entrepreneurial government. Reform is the fundamental transformation of public systems and organizations to create dramatic increases in their effectiveness, efficiency, adaptability, and capacity to innovate. The objectives of reform in public systems is accomplished by altering their purpose, incentives, accountabilities, power structure and culture. Bureaucratic systems are replaced with entrepreneurial systems and self-renewing systems.

It is a means used to identify these different areas of the economy and their specific need. This process relies on defining the clarity of purpose for which an organisation or public entity derives its power and focus on measures that can create a long-term vision to empower that sector of the public sector.

Brief descriptions of some of the initiatives/tools under this strategy include:

- ***Strategy Development (for clarity of direction)*** - Strategy Development is the process of developing, choosing, and refining strategies to achieve outcome goals.
- ***Uncoupling (for clarity of roles)*** - Uncoupling separates policymaking and regulatory roles (steering) from service delivery and compliance roles (rowing), while also separating service delivery functions from compliance functions. This helps steering organizations concentrate on setting direction and frees rowing organizations to concentrate on achieving one or two clear missions. The table below provides a rough overview of the separation of functions.

SEPERATION BETWEEN REGULATION, SERVICE PROVISION AND OVERSIGHT				
REGULATION FUNCTION	MECHANISM TO ENSURE APPROPRIATE SEPERATION	SERVICE DELIVERY FUNCTION		OVERSIGHT FUNCTION
Focus: Setting the normative framework and empower management		Focus: Responding flexibly to customer needs		Focus: Ensure that service provision complies with regulation
Setting political goals to avoid exploitation of monopolistic structures. Incentive based performance scheme: - Safety Targets - Cost Effectiveness - Efficiency Targets - Environmental Targets - Further Targets		Empower Management: - Meets goals set by State and Shareholders - Implement Incentive based Performance System - Cooperate with all stakeholders in the Industry value chain to realise industry vision		Independent body which oversees that service provision complies with existing regulation

- **Clearing the Decks (for clarity of purpose)** - Clearing the decks simply means the elimination of government functions and regulations that no longer contribute to core goals. This can be done by abandoning them, selling them or moving them to a different level of government.

II. Institutionalizing Reward/Punishment System

It is used to determine the incentives built into public systems. A bureaucratic system of governance gives employees powerful incentives to follow the rules and keep their heads down as this status quo brings steady rewards. Employees are paid the same regardless of the results they produce; and most organizations are monopolies or near-monopolies and work most times in isolation from others and are insulated from their failures as they are provided for by an allocation of the annual budget. Unlike private firms, they do not lose revenues or go out of business if the competition does a better job.

Reforming governance seeks to rewrite these incentives, by creating consequences for performance. When appropriate, they put public organizations into the marketplace and make them dependent on their customers for their revenues.

This involves developing a *Performance Management Strategy* that includes (but are not limited to) the following tools:

- ***Performance Contracts and Agreements*** – This initiative puts managers and their organizations on the hook for performance. They build in rewards and penalties.
- ***Gainsharing*** – This gives employees a guaranteed portion of the financial savings their organizations achieve, as long as they meet specified service levels and quality.
- ***Shared Savings*** – This is gainsharing for organizations. It allows them to keep a portion of the funds they save during the fiscal year to use in the future.

III. Accountability to Customers

When customers can choose, they have the power to force public organizations to improve their services and diversify their offerings. The key to transforming public organizations is changing the system of incentives, accountabilities, and control within which they operated. By giving customers choices, making public organizations compete for their customers and money, and encouraging service providers, customers and other stakeholders to create new organizations free of the red tape that constrained most frontline service providers, a system can be created which would produce excellent public organizations. The purpose here is to understand how accountability to the customer can be used as a driving force of reinvention, to produce organizations that are more innovative and more entrepreneurial.

IV. Minimizing Red tape and Promoting Employee Engagement

It pushes significant decision-making power down through the hierarchy, and at times out to the community. Leaders do this because they increasingly expect organizations to respond quickly, flexibly, and creatively to problems, opportunities, and customers' needs something that is impossible if everyone must wait for orders from the top. Success in this Information Age requires that action be first taken by individuals closest to it rather than waiting for instructions to come down the line of command before been implemented.

It does not just take power from some and gives to other instead as it shifts the locus of control, it also shifts the form of control. Instead of using commands, rules, and inspections for compliance, reinventing government policy looks to develop new ways to guide the behaviour of employees. Rather than trying to control what public organizations or community groups do, they try to influence what their members want to accomplish.

Brief descriptions of some of the initiatives/tools under this strategy include:

- ***Breaking up Functional Silos*** – This initiative eliminates bureaucratic units and work processes based on functional specialization, moving those functions into frontline work teams.

- ***Labour-Management Partnerships*** – These are agreements between managers and unions to collaborate on improving performance and working conditions.
- ***Organizational Decentralization*** – This shifts control from top-level managers to frontline units in the organization.
- ***Site-based Management*** – This shifts control over resources and day-to-day decisions from the central office of a system.
- ***Reinvention Laboratories*** – These are public organizations that receive permission to temporarily break administrative rules and procedures and experiment with new and improved ways of doing things – focused on innovations.

V. Moving to an Entrepreneurial Culture

The first step is to understand that before we can effectively reform public system (which are like organisms) whose behavior and capabilities are shaped by their DNA, we must begin with the transformation of the DNA by rewriting the genetic code. Without changing the DNA, no sustainable reform can take place. The most fundamental pieces of the public service DNA are a system purpose, its incentives, its accountability, its power structure and its culture. These are the levers that make public institutions behave the way they do. Changing these levers will produce a ripple throughout the system. Change an organization's DNA and new capacities and behaviors will emerge.

This explores how to reshape the values, norms, attitudes, and expectations of employees. Bureaucratic systems use detailed specifications, functional units, procedural rules, and job descriptions to mould what employees do. They create the view that initiatives are risky making it difficult for individuals to take too much initiative themselves. In this way, bureaucratic cultures create fear, blame, and defensiveness. Culture is shaped powerfully by the earlier mentioned strategies of organization's purpose, its incentives, its accountability system, and its power structure. Change these and the culture will change. Unfortunately, these strategies are rarely sufficient. Bureaucratic culture is difficult to overcome, because it is deeply embedded in the habits, hearts, and minds of employees. It fights back. Some people comply with change, but do not embrace it. Others avoid it, or openly resist it.

Culture change is slow work and the conversion process occurs from person to person. And there are so many factors that shape a culture, from tradition to incentive systems to the external environment. These factors create the basic assumptions that employees hold about their organizations. They define its cultural paradigm, the lens through which people perceive reality. To challenge this perception that supports a new emotional covenant to build a shared vision of the future, a new mental model of where the organization is going and how it will get there. Employees require a change that creates new habits, desires, and psychological strength to build a culture that supports innovation, trust, cooperation, and a focus on results.

What kind of Culture Presently Exists?

A previous study on Organizational Culture Diagnosis has shown that the prevalent culture types are as follow:

Traditional, Rule – driven Staid Bureaucracy

- Formal rules and policies
- Focus on inputs
- Sluggish, centralized bureaucracies preoccupied with rules and regulation – ineffective
- Limited employee involvement etc

Hierarchical, Dysfunctional and Process – oriented Culture

- Confusion between steering and rowing (decision – making organs are often involved in execution)
- Largely hierarchical
- Duplication and fragmentation of functions, roles and responsibilities etc.

Entrepreneurial Culture (Ideal Culture)

- Emphasis on outcome – funded according to outcomes
- Accountability, performance and results will be ringing through the hall of government
- Employ technology that can generate analyze and communicate several times more information
- Institutionalize new ways to measure and reward outcomes, setting performance standards and introducing Performance Agreement with Service Delivery agencies
- In each program areas, measures of quality and cost of every service delivered are in place
- Bias for action
- Rewarding success is common practice just as promoting behavior leaders will like to see
- Learning organization – constantly try new things
- Promote Mutual Obligations
- Leveraging unexpected success and celebrating success
- Well laid – out strategy for putting performance measurement to work
 - Paying for performance: use of bonus system. Combines individual and group incentives
 - Employee involvement and engagement through collaborative work teams and labour management partnerships
 - Formal processes that support and celebrate innovative behaviours
 - Periodic Performance reviews Benchmarking performance of agencies.

From the above culture types identified, strategies should be implemented towards ensuring that we transit to an entrepreneurial culture in order to promote an efficient and effective service delivery system.

Brief descriptions of some of the initiatives/tools under this strategy include:

- ***Institutional Sponsors*** - Institutional Sponsors establish a formal process that attracts, supports, protects, and celebrates innovative behaviours in public organizations. In most governments, the risks of innovating outweigh the rewards. By creating institutional sponsors for innovation—people and programs that encourage and protect the innovators.
- ***Contests*** - Contests promote behaviours reform initiatives want to see in organizations. Because contests often get many people energized, leaders use them to give employees a reason to try out new behaviours. Some contests are informal, but still very real. The most widespread use of this tool is a competitive award program.
- ***Benchmarking Performance*** - Competitive Benchmarking measures and compares the performance of public and private organisations. It is a continuous process of comparing a firm's practices and performance measures with that of its most successful competitors. It is a means by which an organisation can measure its performance against a standard.

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Appendix 1 – Photos from the Field Visits

Visits to FIRS.



Pictures of FIRS Office Signage and waiting area.

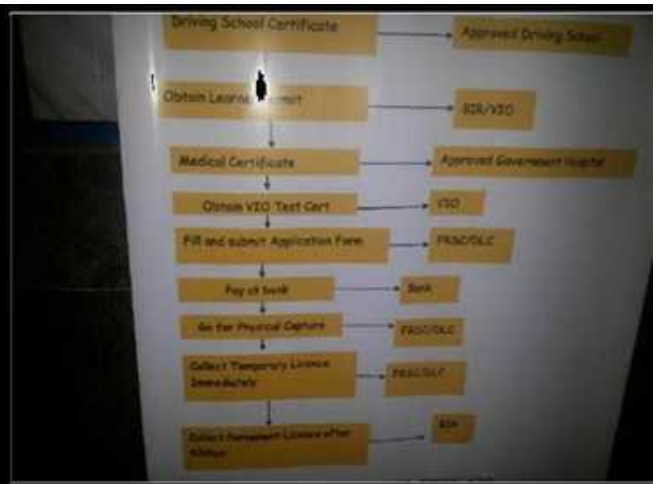


Team members having a discussion session with staff of the FIRS and a look at some facilities



Pictures from visits to Driver's License Centres

Ikorodu DLC Signage



Pictures of facilities at Ikorodu



Enugu FRSC



Signpost and Banners at the FRSC.



Data capturing room and signage post at the FRSC



A FGD on-going

Picture of Facilities from the Visit to National Immigration Service



Facilities in Festac Office, Lagos



REVENUE CHART OF PASSPORT SECTION

	JAN.	FEB.	MAR.	APRIL	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.
TOTAL PASSPORTS ISSUED	2,177	1,571	1,729	1,884	1,612	1,778	1,654	1,409	1,763	2,058	1,640	1,174
FRESH ISSUE	1,404	973	989	1,034	1,154	1,050	946	783	841	627	812	655
RE-ISSUE	773	598	740	850	458	728	708	626	922	1,431	828	519
32 PAGES	636	450	672	774	541	681	532	417	519	405	441	403
64 PAGES	137	154	48	40	117	59	76	304	219	216	302	102
BELOW 18 YEARS	200	115	153	200	140	184	110	26	136	108	105	105
18 - 60 YEARS	1,704	1,209	1,408	1,508	1,244	1,432	1,232	792	1,166	1,477	1,036	806

Pictures from Office Area in Enugu Passport Office.



Waiting Area in Abuja Passport Office



Capturing machines



Clients waiting to be served in Gwagwalada / Picture Capture in Sauka



Meeting with Comptroller (Passport), Comptroller (Lagos Command), PCO and management staff at the Ikoyi Passport Office

Appendix 2 – Project Team Composition

Project Lead: Professor Olaseni Akintola-Bello

Team of Experts Who Conducted Fieldwork on the Project

Name of Team Member	Location
Dramane Yameogo	FCT, Abuja
Lamisa Bangali	FCT, Abuja
Nihinlola Magbohunje	FCT, Abuja
Dr ChiiChii Ashew	FCT, Abuja
Arete-Zoe Affiong Mfon Aman	Enugu
Halifax Nwaeze	Enugu
Azubuike Isu	Enugu
Amina Muhammed	Kano
Aminu Yusuf Hamza	Kano
Ali Muhammed Garba	Kano
Babatunde Jinadu	Lagos
Olalekan Dabiri	Lagos
Oyinkansola Edet	Lagos

BPSR and SERVICOM Members Who Assisted The Experts

Name	Agency	Team Assisted
Mr. Obote N. Yekorogha	BPSR	Lagos
Mr. Emmanuel Adegoke	BPSR	Lagos
Mr. John Adeniran	BPSR	Lagos
Mr. Kehinde Lawal	SERVICOM	Lagos
Miss. Tolu Tubi	SERVICOM	Lagos
Mrs Felicia Oti	BPSR	Enugu
Mrs Ifeoma Okoli	SERVICOM	Enugu
Mrs Nneka Oleh	SERVICOM	Enugu
Alhaji Dasuki Arabi	BPSR	Abuja
Mr Ayo Olomo	SERVICOM	Abuja
Mrs Kikelomo Aina	SERVICOM	Abuja
Hauwa Gadzama	BPSR	Kano
Longo Pever	BPSR	Kano
Felix Izenyi	BPSR	Kano
Isioma Odum	SERVICOM	Kano
Abbas Hamid	SERVICOM	Kano

List of Head Officials involved in Focus Group Discussions

State	Location of Driver's Licence Centre	Name of Officer	Designation
Kano State	Kano Main	Mr Haruna Mohammed	Unit Head
	Kano Municipal	Mr A.A Yusuf	Unit Head
	Sabon Gari	Mr Sa'idu Sama'ila	Unit Head
Enugu State	Enugu Sector Command, Ekulu	Mr Edward A. Zamber	Sector Commander
	“	Mrs C.L. Nwanne	Unit Head
	“	Mr E.O Ebeniro	Quality Controller
	“	Mr Nwanam	Driving School Co-ordinator
	Nsukka	Mr S.M. Bello	Commander
	“	Mr R.E. Uka	Head Driver's Licence Unit
	“	Mrs DP	
Lagos	Lagos Sector Command	Mr Hyginus U. Omoje	Corps Commander/ Sector Commander, Lagos State
	Ojodu	Mr Wale Karrem	Sector Head
	Ojo	Mr Kevin Lasisi	Unit Head
	Sura	Mrs Olubunmi Soley	Unit Head
	Ikorodu	Mrs Adigbon	Unit Head
	Surulere	Mr Oyewole	Unit Head

Appendix 3 – Survey Questionnaires

Citizen Satisfaction Survey for Service Delivery

Control Information:	Interviewer: complete prior to interview
----------------------	--

A. 1 Name of Interviewer:

A. 2 Location of Interviewer:

--	--

A. 2 Categories of Areas Visited:

Rural	1
Urban	2

A. 4 Name of Area Visited:

A. 5 Address of Service Delivery Centre:
--

A. 6 Name of Supervisor:

A. 7 Date and Time of face-to-face interview

Date (dd/mm/yr)	Start	End	Total (min)

Interviewer's Signature: _____ Supervisor's
Signature: _____

INTERVIEWER: INTRODUCE SELF AND READ THE FOLLOWING TO
RESPONDENTS BEFORE PROCEEDING:

The goal of this survey is to gather information about citizens' satisfaction with key Service Delivery windows such as: Process of Acquiring Drivers Licence. The information obtained here will be held in the strictest confidentiality. Neither your name nor any other personal information collected from you will be used in disaggregate form.

I. DEMOGRAPHIC QUESTIONS

B.1 Name of respondent

(Optional): _____

B.2 Gender of Respondent: Male [] Female []

B.3 Age of Respondent: [18 - 25] [26 - 45] [46 - 65] [65 and over]

II. SERVICES

C1	Which of the following services have you come to access? (Tick appropriately)
----	--

Tax Clearance (FIRS)	1
Drivers Licence (FRSC)	2
International Passport (Immigration Office)	3
National Identity Card	4

III. AVAILABILITY, ACCESS AND USE OF FACILITIES

C2	Is there a service office in your Community?
----	--

Yes [] No []

C2b	If Yes, State how many:
-----	-------------------------

C3	On the average, how long does it take you to be attended to or access any form of service?
----	--

Less than 30 minutes	1
30 minutes to one hour	2
Over 2 hours	3

C4	How many minutes does it take you to get to the nearest service provider?
----	---

Less than 30 minutes	1
30 minutes to one hour	2
Over 2 hours	3

C5	When you last visited the service provider were the officials : (Tick appropriately)
----	---

	Yes	No
Helpful		
Courteous		
Hostile/unfriendly		

IV. COST OF SERVICES

Were you told at the start how much the service will cost? Yes [☐] No [☐]

Were you told there is “special payment” or price for an accelerated service? Yes [☐] No [☐]

C6	Strongly Agree	Agree	Disagree	Strongly Disagree
Cost of the service is cheap and affordable				
Bribe is sometimes paid to get service accelerated service or jump the queue				

V. INTERACTIONS WITH SERVICE PROVIDERS & SATISFACTION WITH SERVICES

C7. To what extent do you agree or disagree with the following statements (You may write down any additional remarks):

Criteria: 1 = Strongly Agree, 2 = Agree, 3 = Disagree, 4 = Strongly Disagree

	Key Performance Area	Evaluation Statement	Score	Remarks
1.	Location & Accessibility	The facility is located at a safe distance which is easily accessible by users		
		Users have easy physical access into the facility		
		Is the physical premise suitable for service delivery to the users?		
		The available resources are sufficient enough to provide the needed services for the users		
2.	Visibility & signage	signage is visible from the roads or paths leading to this facility		
		signage within the facility is visible		

		enough to properly guide users within		
		There are signs in local language		
		there is a clear description of services offered by the service providers		
3.	Queue management & waiting times	There are systems for proper queue management to ensure orderliness among users and avoid disruptions during service delivery		
		There is promptness in service delivery to users to avoid long waiting periods		
		There are special provisions made for citizens with special needs		
4.	Dignified treatment	staff treat users with courtesy, friendliness, dignity & respect		
		language of instruction is understandable and of your preference		
		the officials are knowledgeable and responsive to the needs of the users		
		officials appear in forms easily recognizable by the users		
		There is information about the service/application requirements from the user		
		delivered services possess the required standard for the delivery of services		
5.	Cleanliness & comfort	the facility's grounds are kept clean and maintained in a manner that enhances your experience and ensures a safe environment		
		the waiting area is clean, safe and convenient enough for the users during waiting periods		
		There are child friendly services (play area, space for breastfeeding etc.) during the delivery of services		
		the ablution facilities are clean and suitable enough for the users who require such		

		facilities		
6.	Safety	There are adequate safety and security measures within and outside the facilities to properly safeguard users and officials		
		proper security procedures were maintained during the delivery of services		
7.	Opening & closing time/service availability and efficiency	the operation hours are convenient for users and adequate enough to achieve the desired delivery of services		
		There is strict adherence to the operational hours		
		There is efficiency in the delivery of the services?		
8.	Complaints & compliments/ citizens experience	There are mechanisms for complaints from users and redress from the service delivery unit/officials		
		There are available suggestion or complaints boxes for users with suggestions and complaints		

C8	Do you think improvement is needed in the provision of the services?
-----------	--

Yes	No

C9	In what areas do you think improvement is needed most:
-----------	--

<p>Please rank by giving scores between 1—5 where 1 is marked for the items that needed least urgent improvement and 5 in marked for the items that needed most urgent improvement</p>

	Ranking	1	2	3	4	5
1	Location & Accessibility					
2	Visibility & signage					
3	Queue management & waiting times					
4	General attitude of workers to clients or users					
6	Cleanliness & comfort					

7	Safety					
8	Opening & closing time/service availability and efficiency					
9	Grievance redressal systems (customer complaint systems)					
10	Specify any other:					

Survey Questions For Service Provider

To what extent do you agree or disagree with the following statements (You may write down any additional remarks):

Criteria: 1 = Strongly Agree, 2 = Agree, 3 = Disagree, 4 = Strongly Disagree

	Key Performance Area	Evaluation Statement	Score	Remarks
1.	Location & Accessibility	The facility is located at a safe distance which is easily accessible by users		
		Users have easy physical access into the facility		
		Is the physical premise suitable for service delivery to the users?		
		The available resources are sufficient enough to provide the needed services for the users		
2.	Visibility & signage	signage is visible from the roads or paths leading to this facility		
		signage within the facility is visible enough to properly guide users within		
		There are signs in local language		
		there is a clear description of services offered by the service providers		
3.	Queue management & waiting times	There are systems for proper queue management to ensure orderliness among users and avoid disruptions during service delivery		
		There is promptness in service delivery to users to avoid long waiting periods		
		There are special provisions made for citizens with special needs		
4.	Dignified treatment	staff treat users with courtesy, friendliness, dignity & respect		
		language of instruction is understandable and of your preference		

		the officials are knowledgeable and responsive to the needs of the users		
		officials appear in forms easily recognizable by the users		
		There is information about the service/application requirements from the user		
		delivered services possess the required standard for the delivery of services		
5.	Cleanliness & comfort	the facility's grounds are kept clean and maintained in a manner that enhances your experience and ensures a safe environment		
		the waiting area is clean, safe and convenient enough for the users during waiting periods		
		There are child friendly services (play area, space for breastfeeding etc.) during the delivery of services		
		the ablution facilities are clean and suitable enough for the users who require such facilities		
6.	Safety	There are adequate safety and security measures within and outside the facilities to properly safeguard users and officials		
		proper security procedures were maintained during the delivery of services		
7.	Opening & closing time/service availability and efficiency	the operation hours are convenient for users and adequate enough to achieve the desired delivery of services		
		There is strict adherence to the operational hours		
		There is efficiency in the delivery of the services?		
8.	Complaints & compliments/ citizens experience	There are mechanisms for complaints from users and redress from the service delivery unit/officials		
		There are available suggestion or complaints boxes for users with suggestions and complaints		

C8	Do you think improvement is needed in the provision of the services?
-----------	--

Yes	No

C9	In what areas do you think improvement is needed most:
-----------	--

Please rank by giving scores between 1—5 where 1 is marked for the items that needed least urgent improvement and 5 in marked for the items that needed most urgent improvement

	Ranking	1	2	3	4	5
1	Location & Accessibility					
2	Visibility & signage					
3	Queue management & waiting times					
4	General attitude of workers to clients or users					
6	Cleanliness & comfort					
7	Safety					
8	Opening & closing time/service availability and efficiency					
9	Grievance redressal systems (customer complaint systems)					
10	Specify any other:					