

HOW TO GUIDE

**How to set up a public  
service reform institution:  
A step-by-step guide**

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This publication was developed during the State Partnership for Accountability, Responsiveness and Capability (SPARC) programme, an initiative of the Nigerian and UK Governments, which worked to improve governance and reduce poverty in Nigeria from 2008 to 2016. The two governments supported reforms in 10 of Nigeria's 36 states: Anambra, Enugu, Jigawa, Kaduna, Kano, Katsina, Lagos, Niger, Yobe and Zamfara. The programme is indebted and grateful to the state government partners that worked tirelessly to develop, test, adapt and improve on tools and resources developed jointly with SPARC technical teams.

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## Abbreviations and acronyms

BPSR	Bureau of Public Service Reforms
CP	Corporate Planning
CRM	Citizen Relationship Management
DG	Director General
ExCo	Executive Council
HC	Honourable Commissioner
HoS	Head of Service
HRM	Human Resources Management
ICT	Information and Communication Technology
KM	Knowledge Management
LSDP	Lagos State Development Plan
MDA	Ministry, Department, Agency
M&E	Monitoring and Evaluation
METP	Ministry of Establishment Training and Pensions
MoFBEP	Ministry of Finance, Budget and Economic Planning
MTSS	Medium Term Sector Strategy
OHoS	Office of the Head of Service
OoT	Office of Transformation
PFM	Public Finance Management
PIB	Performance Improvement Bureau
PIU	Performance Improvement Unit
PS	Permanent Secretary
P&S	Policy and Strategy
PSM	Public Service Management
PSR	Public Service Reform
RDO	Reform Desk Officers
SERVICOM	Service Compact
SHoA	State House of Assembly
SPADEV	Staff Performance Appraisal and Development
SPARC	State Partnership for Accountability, Responsiveness and Capability
TTT	Technical Task Team

# Introduction

## Purpose of this *How to guide*

This step-by-step guide on Public Service Reform (PSR) institutions is one of a series of State Partnership for Accountability, Responsiveness and Capability (SPARC) short guides. The series as a whole is designed to help executives, directors and managers in Nigerian federal and state public services to build and operate services more strategically and more effectively.

The guide is not a blueprint but a start point. It is intended to be used in discussions with state policy makers and senior civil servants to raise their awareness of some of the principles that might guide the formulation and implementation of reform plans in the state. It is envisaged that, following such discussions, a team might be appointed to take this guide and convert it into a localised document, made specific to the circumstances and aspirations of the state concerned. In some places specific information needs to be added, for example, where examples of state policies and priorities are required to provide relevant context for reform and change initiatives, and to reflect the circumstances and preferences in the state concerned.

This guide describes approaches to setting up and maintaining institutes and informal institutions to lead and implement PSR. The information has been drawn from experiences in SPARC-supported states, and captures some of the key lessons learned between 2010 and 2014.

SPARC has adopted a broad definition of PSR<sup>1</sup>, which encompasses reforms across the machinery (policies, rules, procedures, systems, organisational structures, personnel, etc.) funded by the state budget, and the management of the whole set of government activities (dealing with the application of laws, regulations and policies of the government and the provision of public services). PSR can thus include changes in areas such as organisational structures, decentralisation, personnel management, results-based management, regulatory reforms, systems and processes.

An important part of SPARC's work is to capture learning and pass this on both between SPARC-supported states and to other states not directly supported by the programme. It is not just technical skills that are important; often it is the processes of reform – the methodology and approach – that is the useful knowledge to be transferred. Most often, these ideas are not entirely new; they are based upon existing knowledge and the imitation of successful experiences from elsewhere, that can be adopted and adapted to fit specific state requirements.

## How to use this guide

This guide sets out key considerations when setting up or developing formal and informal institutions to lead and implement PSR.

The *How to* guides are multipurpose. Although they can be read from beginning to end, this may not be the best way to use them. States may be at different stages in implementing PSR. What is important is not to skip steps, particularly in deciding priorities and getting buy-in from important parties. Time saved by cutting corners and not keeping those who need to know in the loop may lead to delays further down the track. If priorities have not been thought through or accepted by those with important roles to play in the reform process, the initiative may falter or stall.

*How to* guides are intentionally short and do not address the nuances of what are complex issues. They do not cover everything. The steps suggested are not exhaustive and there is scope to add further steps if needed.

**Part 1 of this guide** provides an overview of five institutions leading reforms in selected states, their mandates, what they do and what their capability should be. **Part 2 of this guide** highlights how SPARC has worked with the reform institutions in Kaduna and Lagos states and compiles lessons from wider state experiences of reform agencies.

Practical tools are provided to help. The tools are of three types:

- **Checklists** that help review where a state is at the moment, identify ways to prepare and put a reform institution in place, or review a current institution or institute
- **Tips** that provide suggestions on how to tackle various tasks along the way
- **Exercises** that can be used by individuals, working groups or decision makers in working through the process of establishing and developing a reform institution.

**Annex 1** provides a summary of formal and informal institutions in five states, including their mandates and core functions. **Annex 2** provides links to other resource documents, which will provide additional information and guidance on the topics covered in this guide.

Further assistance may be available through the SPARC ASK help desk which can be found at [www.sparc-nigeria.com/ask](http://www.sparc-nigeria.com/ask)



<sup>1</sup> The difference between the civil service and the public service within a state has been defined clearly in section 318 of the 1999 Constitution of the Federal Republic of Nigeria. The wider public service includes staff in SHoA, the courts, commissions, educational institutes, local government, and bodies or enterprises financed by the state.

# Part 1: Overview of institutions leading reforms

## One size does not fit all

The first and most significant point to make in setting up a reform institution is that there is no blueprint. The shape and size of any institution, whether it is an institute or a unit in a Ministry, Department or Agency (MDA), should be determined by its role and function, and the resources the state can dedicate to it. The institutions studied in putting together this guide vary in size, responsibility and history. All are well connected at a high political or administrative level such as to the Executive Governor, Honourable Commissioner (HC) or the Head of Service (HoS). None of them appear to have required legislation to be passed (although with hindsight Kaduna State would recommend this); some were established by executive decree. For example:

- In Enugu, the Performance Improvement Bureau (PIB) pre-dates SPARC, having been established in 2005. It aims to cover the full spectrum of reforms: Service Compact (SERVICOM), Human Resources Management (HRM), Corporate Planning (CP), Policy and Strategy (P&S), Monitoring and Evaluation (M&E), Public Finance Management (PFM), Information and Communication Technology (ICT), and Knowledge Management (KM). The Permanent Secretary (PS), Head of PIB, reports to the HoS
- In Kaduna, a Bureau of Public Service Reforms (BPSR) established in 2009 and operational since 2011 acts as Secretariat to the State Steering Committee and the State Coordinating Committee of the Reform Programmes as well as facilitating, coordinating and monitoring service delivery

improvement, new technology and reforms. It also has a research function and publishes *Reform Update*, a quarterly newsletter on PSR initiatives in the state. It is headed by a PS and operates with three departments (PSR Department; e-Government and KM Department; and Administration and Finance Department). The law establishing the BPSR is currently being processed

- The Governor in Katsina State approved the appointment of a Steering Committee for the Implementation of Reform Programmes in November 2009. It is chaired by the Governor himself and meets to address reform issues as they arise after deliberation by the State Coordination Committee headed by the state HoS. Seven technical areas were identified for reform coordination purposes: governance; education; health; business climate and enterprises; agriculture and rural development; infrastructure; and environment. Work streams and milestones were identified in governance while milestones only were identified in the other technical areas
- The Office of Transformation (OoT) in Lagos State grew from a former management services function in the Ministry of Establishment Training and Pensions (METP). It was created under the Governor's Office (reference circular No. 150 of 4<sup>th</sup> November, 2009). It has around 50 staff and a reform agenda centred mainly on Public Service Management (PSM) with a three person unit dedicated to service delivery. The Director General (DG) reports to the Governor
- Yobe has adopted a non-institutional flexible approach, such as core groups assembled to tackle specific aspects of reform. The PSM Core Group was set up during the first Common Issues workshop for new SPARC northern states.

Further details on the mandates and functions of each of the above are given in Annex 1.

### Exercise: Setting up a reform institution

*If no reform institution is in place, questions to ask in setting one up are listed below.*

1. What is the scope and breadth of reform being contemplated?
2. Is a reform institution needed?
3. What type of institution is required – an institution or something more flexible?
4. What is feasible and realistic?
5. Who will the institution report to/be accountable to?
6. What will its mandate and priorities be?
7. What functions will it perform?
8. What size and structure will be appropriate?
9. What skills are needed and where will they be found?
10. Is there a budget for this?
11. How urgent and important is this?
12. Whose support is needed to build and maintain the institution's reputation?
13. Whose approval or permission will be required?
14. What case needs to be made and to whom?

### Exercise: How to improve the way reform is managed

Initial reform efforts in state 'A' generally followed the footsteps of reforms initiated at the federal level. These included the centralisation and computerisation of the state and local government payrolls; periodic audit of both the state and local government staff; engagement of consultants to curtail waste in revenue collection and accounting; establishment of a Due Process Office; and the production of a state development plan. These reform efforts are not integrated nor do they share common objectives. There is no institutional mechanism to drive and sustain the processes.

What action would you consider to improve the way reform is managed in this state?

What recommendations would you make and to whom?

## Reform institution capability and skills

What the reform agency needs to be good at will be determined by its agreed role and function.

### Tip: Assess the core capability of the reform institution

*The model below indicates core capability.*

Function	Role	Skills
PSR and coordination	<ul style="list-style-type: none"> <li>■ Facilitating reform P&amp;S development</li> <li>■ Coordinating preparation of reform 'master plan'</li> <li>■ Coordinating plan implementation</li> <li>■ Monitoring and reporting progress.</li> </ul>	<ul style="list-style-type: none"> <li>■ Policy analysis and design</li> <li>■ Strategic planning</li> <li>■ Programme and project management</li> <li>■ Public relations and communications</li> <li>■ M&amp;E</li> <li>■ Strategic change management.</li> </ul>
Technical expertise	<ul style="list-style-type: none"> <li>■ Technical analysis and synthesis</li> <li>■ Selecting and applying expert methods to projects</li> <li>■ Designing and testing technical solutions</li> <li>■ Providing expert technical advice to consultants and to clients directly</li> <li>■ Contributing technical sections to reports.</li> </ul>	<ul style="list-style-type: none"> <li>■ Institution development</li> <li>■ Change management</li> <li>■ Job analysis, design and job evaluation</li> <li>■ Institution and methods</li> <li>■ Process engineering</li> <li>■ Workflow and efficiency analysis</li> <li>■ Training needs analysis</li> <li>■ ICT.</li> </ul>

Staff involved in PSR will require a certain set of skills, experience and expertise if they are to lead change with confidence and inspire trust in others. All staff should, of course, have clear roles and job descriptions setting out their responsibilities. The leader of the reform agenda should be highly influential and have the authority to deliver reform services without political or bureaucratic hindrance.

### Exercise: Ensuring capabilities are in place

\_\_\_\_\_

To what extent are these capabilities already in place or available?

\_\_\_\_\_

Where and how will you get them?

\_\_\_\_\_

What gaps do you foresee and what steps might you take to bridge them?

\_\_\_\_\_



### Checklist: Assessing capabilities

*A baseline checklist of the capabilities underpinning PSR includes the following:*

	YES	NO
1. Is there an understanding of the agenda and context for reform (including any state plan, strategy and key priorities; political agendas; who the drivers/champions are and what their expectations and time horizons might be)?	<input type="checkbox"/>	<input type="checkbox"/>
2. Is there an understanding of the policy process (evidence and analysis)?	<input type="checkbox"/>	<input type="checkbox"/>
3. Can P&S be turned into actions?	<input type="checkbox"/>	<input type="checkbox"/>
4. Are there programme and project management disciplines in place?	<input type="checkbox"/>	<input type="checkbox"/>
5. Is it possible to relate to and work with stakeholders (political, administrative, civil society), to mobilise people, to change entrenched attitudes?	<input type="checkbox"/>	<input type="checkbox"/>
6. Is there an understanding of modern public finance (budget, procurement, accounts)?	<input type="checkbox"/>	<input type="checkbox"/>
7. Is there an understanding of PSM HRM policies and processes, MDA mandate mapping, CP, service charter policy and implementation)?	<input type="checkbox"/>	<input type="checkbox"/>
8. Are there sufficient consultancy skills available (for example, ASCON trained)?	<input type="checkbox"/>	<input type="checkbox"/>
9. Are there effective M&E techniques?	<input type="checkbox"/>	<input type="checkbox"/>
10. Are there sufficient self-management and leadership skills (planning, organisation, team work, interactive skills and technical reporting)?	<input type="checkbox"/>	<input type="checkbox"/>

# Part 2: Lessons learned from reform institutions in SPARC states

This section covers SPARC experience in Kaduna and Lagos States in more depth and compiles lessons learned from these states, along with further lessons from Enugu, Katsina and Yobe.

## Case studies

Two case studies are presented below to illustrate reform agencies in Kaduna and Lagos States. (Please refer to Annex 2 for more details.)

**Kaduna:** A reform bureau that has responsibility for coordinating all state reforms. As such it is a reform institution in its own right and plays a role in wider governance reform.

**Lagos:** An OoT whose remit is largely PSM reform.

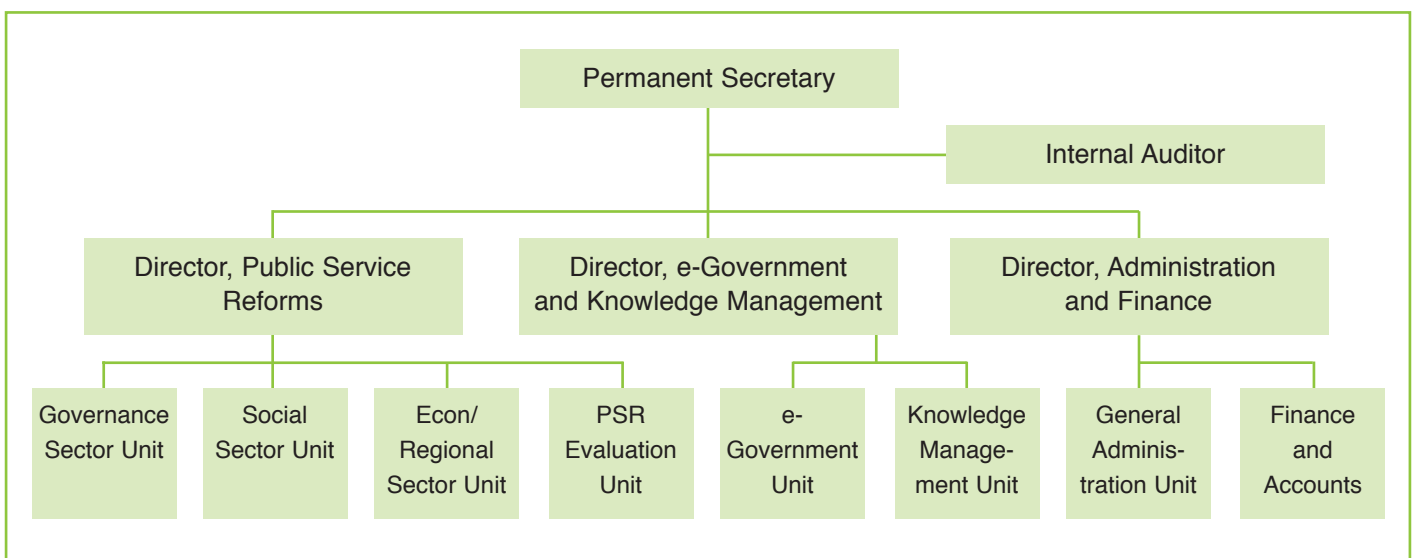
## Kaduna Bureau of Public Service Reforms

### Purpose

BPSR's purpose is: 'To drive, institutionalise and sustain the various reform programmes and initiatives of the Kaduna State Government towards establishing a modern, effective and efficient public service focused on good governance'. It is also Secretariat to the State Steering Committee and the State Coordinating Committee of the Reform Programmes.

### Organisation

With more than ten staff at grade level 8 and above, it is organised into three directorates: PSR, e-Government and KM, and Administration and Finance as below:



### Why and how was the BPSR established?

The BPSR was conceived after a self-assessment exercise conducted with SPARC in mid-2009 identified that various state plans and reform initiatives were not integrated. The decision was taken that an institutional mechanism to coordinate all reforms was required and consequently the Executive Governor granted approval for the BPSR to be set up under the Office of the Head of Service (OHoS). It took off fully once it moved to its current and permanent offices in 2011. From the outset the Bureau was to be a small institution led and staffed by reform-minded people. An enabling law is now in progress; some senior officials in government think this should have been in place from the outset to help counter initial challenges in take-off funding, staffing and accommodation.

### SPARC involvement and support

SPARC worked with Kaduna State BPSR from the outset, helping with the development of the concept as well as the Bureau's mandate, structure and function. SPARC proposed the BPSR's motto, 'We must be the change we want to see' (Ghandi), and drew on the experiences and materials of the Federal BPSR and other agencies that could be adopted and adapted by Kaduna State.

Technical assistance provided to BPSR has included: participating in workshops, both those organised by SPARC and by other programmes; technical workshops on service charter preparation as well as coordinating and appraising charter performance; technical facilitation of events and workshops; ICT policy development and website upgrade; and general institutional capacity building. BPSR has established a KM Centre to promote the culture of research and directorates jointly organise periodic seminars to disseminate knowledge. A newsletter, 'Reform Update', was launched in 2012. Reform Desk Officers (RDOs) have been established in selected MDAs. BPSR is increasingly proactive: where it

sees a role for itself, it initiates reform activity in MDAs. With further development, BPSR could offer consultancy services and do more to follow through on MDA action plans.

**Points of interest**

- The Bureau is well positioned at the fulcrum of an integrated reform agenda; it is a knowledge hub
- BPSR has support from the highest level in government; budget requests are easier since the Bill establishing the Bureau went to the State House of Assembly (SHoA)
- The Bureau is respected for the way it coordinates the reform agenda with MDAs and collaborates with development partners
- The Bureau makes itself visible and relevant
- The HoS is mindful of the qualities required by the Head of Bureau and aims to appoint a reform-minded PS and appropriate staff; there is currently no substantive PS in place
- Attracting reform-minded staff, although improving, continues to be a challenge, as is finding them and getting them released by MDAs
- The Bureau has yet to develop a consultancy function and the capability to intervene without technical support.

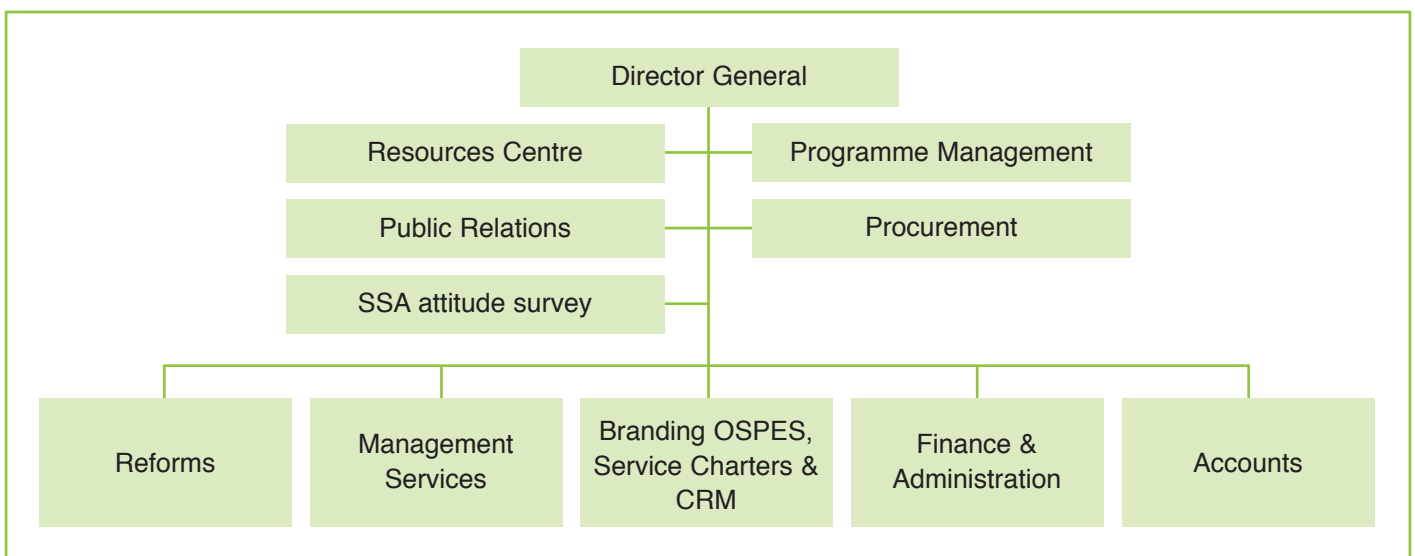
**Lagos Office of Transformation**

**Purpose**

OoT's published mandate is: 'To fast track the Lagos State Government's civil service reforms. In addition, the office collaborates with MDAs in delivering their sector transformation objectives as captured in Medium Term Sector Strategy (MTSS) and Lagos State Development Plan (LSDP)'.

**Organisation**

Some 33 staff at grade level 8 and above are organised in four directorates and units as illustrated below:



**Why and how was the Office of Transformation established?**

The OoT was created under the Governor's Office by circular No. 150 of 4<sup>th</sup> November, 2009 on the appointment from the United Kingdom of a new DG. OoT was formed out of a longstanding management services function, Management Services Reform Directorate, then Office, in the METP. The DG of the OoT reports directly to the State Governor. The state sees OoT as the spearhead of PSM reform. Its responsibilities include: partnering SPARC PSM; providing consultancy assignments to MDAs; ensuring MDAs are aware of, and trained to apply, Staff Performance and Appraisal Development (SPADEV), the performance appraisal tool; implementing a Citizen Relationship Management (CRM) call centre initiative alongside the service charter programme; and conducting a civil service attitude survey and change campaign. OoT aims to have staff capable of operating across directorate boundaries.

The wider reform agenda (policy, finance and evaluation) sits with the Ministry of Economic Planning and Budget.

**SPARC involvement and support**

OoT is the state's designated partner in implementing the state's PSM Change Plan. The partnership is clearly seen at meetings with HoS, SPARC share fairs, joint annual reviews and self-assessment exercises. All PSM activity has placed OoT in the driving seat. Key SPARC interventions have included several institutional competence, capacity and capability reviews, supporting OoT's case for new staff, particularly to take on reform-minded staff and CP responsibilities. With external technical assistance and training, OoT staff are now able to: conduct mandate reviews; apply the CP toolkit and guide in the Office of Works; and advise MDAs on service charters, service improvement plans and assessing service standards. The directorate responsible for service improvement has published 14 service charters, and has worked independently with the

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Ministries of Education and Health in developing unit charters and upgrading MDA reception areas. It has the State Governor's support as champion. Getting Executive Council (ExCo) endorsement for the implementation of the state change plan has been a challenge.

### Points of interest

- Although the DG has the Governor's support, getting hearings at ExCo has proved difficult
- The Office now has a team capable of implementing a cyclical review of MDA mandates, due to start in 2015
- An overlapping team has demonstrated capability to successfully implement the CP toolkit in one MDA within eight months
- OoT's dedicated service delivery team of three is energetic, creative and has the support of the State Governor
- Identifying and attracting reform-minded staff continues to be a challenge
- Successes are reported through 'Alausa Alert', the state's staff newsletter, and through SPARC literature
- Staff frequently have other duties to perform, limiting their availability
- OoT's medium-term sustainability depends on the implementation of a capability and delivery plan that was produced with external technical support.

## Lessons learned

### What do reform institutions do well?

The reform institutions in the five states included here reported a range of achievements and activities derived from their mandates and the resources at their disposal. A compilation is captured below.

#### In leading reform

- Coordinating reform activities of MDAs
- Establishing RDOs or Performance Improvement Units (PIUs) in selected MDAs
- Organising periodic in-house seminars and sensitisation sessions on reforms
- Collaborating with development partners
- Holding consultation and planning meetings with MDAs
- Facilitating local government reforms
- Producing MDA corporate plans (linking mandate to objectives, functions, services, jobs and staffing)
- Conducting staff attitude surveys
- Creating MDA establishment plans
- Holding regular briefing meetings with HoS and other senior stakeholders.

#### In Policy and Strategy

- Drafting a State Road Transport Policy with the support of the World Bank Rural Access and Mobility Project.

#### In service improvement

- Introducing service charters in MDAs
- Hosting service charter week and presenting awards to MDAs
- Setting up new reception areas in several ministries, upgrading staff office accommodation
- Working with Microsoft to deliver CRM call centres in conjunction with the Ministry of Science and Technology.

#### In institutional capacity development

- More professional HRM procedures and practices
- Staff training and the development of a professional ethos
- Developing capability to collect data and review mandates
- Applying the CP (organisational development) toolkit and guide in an MDA
- Thorough preparation and timely reporting.

#### In Information and Communication Technology

- Upgrading the state website
- Developing an ICT policy
- Managing the collection of gender disaggregated data for a new HRM information system
- Design of user-friendly templates and forms.

#### In Knowledge Management

- Establishing a KM Centre to promote the culture of research in the public service
- Acting as the institutional memory of all supported reforms.

### Exercise: Formulating a delivery plan

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Which items from the above list do you see as important in your State?

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What are your top five priorities?

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Can you formulate a delivery plan based on these?

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The plan should set out what is to be done, by whom and in what time frame.

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Please include success indicators and identify any risks to success that you can see.

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## How reform agencies get results

Any state thinking of establishing a reform agency or institution should be clear about the specific core mandates and outcomes they want to meet. They should also think through the budgetary and staffing requirements to sustain the agency, including implementing the infrastructure and processes to make change feasible and sustainable. High-level authority, perhaps with a direct link to the Executive Governor, should be agreed from the start and any enabling law or directive for it should be thought through.

Reform institutions and organisations have to be credible. Their credibility depends on their proven ability, their impact, and on them achieving the results required by the state. Implementing PSR is a slowly maturing process. Currently institutions are succeeding in coordinating reform, demonstrating some initiative but not yet taking the lead, showing the way, putting reforms into practice and building MDAs' capacity for reform. This is due partly to the prevailing culture but also to limited institutional capacity for making direct interventions other than with the technical support of development partners.

Indicators of credibility and high value include:

- A shared desire to reform the state government public services
- Sponsorship, championing and visible support from a senior level
- Ready access to key players including the HoS, HCs, ExCo and the Governor
- State Governor's personal backing and authority, including releasing budget and resources
- HoS ensuring the agency is headed by a reform-minded individual, that the right number of staff are secured, and that those staff are the right sort of staff
- An institution head who is well respected by peers and demonstrates reform capability and leadership
- Reform-minded officials from MDAs and prominent political office holders directly involved, engaged in the process and knowing what roles to play
- Efficient decision making and effective reporting of decisions
- Effective MDA collaboration and networks
- MDAs seeking help from the institution; it has a reputation for knowing what it is doing, and it is professional
- The agency is visible and relevant, proactive and initiates action
- Learning capability, creativity
- Open and accountable; issues reports regularly.

And of lower credibility or poorer value:

- Negative feedback and lack of trust by MDAs; poor relationship with MDAs
- Staff resistance, entrenched attitudes, no appetite for governance reforms
- Poor quality staff in the agency; staff not deployed to maximise skills and impact
- Unable to attract new and skilled staff to the institution
- High-level committee does not meet frequently enough
- Slow decision making, limited authority
- Low, limited or selective access to key players
- No resources available for reforms or budget release is slow
- Poor prioritisation, budget and resource planning by the institution
- Poor sense of urgency and priority; does not deliver on time
- Limited initiative.

## Difficulties faced and how to overcome

### Exercise: Identifying strengths and weaknesses

Using the above sets of indicators of high and low credibility and value, identify the strengths and weaknesses you can see or envisage in planning a reform agency.

What are the main difficulties you will face?

How might you overcome them?

Do you need to go back to step 1 and rethink the mandate to set up an institution that has a better chance to succeed?

## them

Reform institutions and organisations face four main difficulties. These are listed below with some suggestions on how to overcome them.

- Not adequately funded for take-off and operation to fulfil its mandate  
To overcome this:
  - Produce a good work plan based on mandate, projected workload and skill set; present the case; re-present it until the message gets through
  - Publish a realistic work plan, deliver it and be



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- held accountable
- Negotiate the mandate; deliver government priorities; do less, do it well and sequence activities so they build capability and visibility
- Simplify processes, for example, by using templates that MDAs can understand and use
- Increase efficiency through documenting reports, briefs and data, and using all functions in a complementary way
- The right staff complement should be in place from day one.
- Not fully staffed with the right skill set  
To overcome this:
  - Find staff who are reform-minded and have a drive for innovation and change; connect with those who want be part of state reforms
  - Advertise for interested and willing staff; find incentives to attract staff, for example, career enhancement
  - If MDAs are reluctant to release staff who meet the specification for reform, make the case for different staff; put continuous pressure on HoS to find the right staff and get them released but experience shows this is a slow process
  - Deliver, meet or exceed expectations; attract good people
  - Implement training and apply new skills
  - Deploy existing skills and resources well; maximise use of talent, regardless of grade.
- Inadequate office accommodation  
To overcome this:
  - This can only be solved by government decisions to make suitable accommodation available or upgrade facilities. Present the case; make the best of what you have in the interim.
- Patchy reputation and being reactive instead of proactive  
To overcome this:
  - Position the institution at the heart of government and align with those leading reform
  - Show initiative, for example, in identifying agencies in need of organisational interventions and work with these MDAs to restructure in line with clarified mandates
  - Initiate reform programmes and encourage collaboration of MDAs to implement/adopt recommended reforms
  - Develop a dialogue with key players (political office holders and senior civil servants) and other stakeholders about implementing reform
  - Direct committee members and others to participate
  - Ensure visibility at ExCo; present issues for debate and approval
  - Develop clear action plans, deadlines and

responsibilities, and monitor or follow through plans agreed with MDAs.

### Tip: Points to note

- Political will from the very top is crucial; there needs to be buy-in at the very top to ensure that the institution is empowered to drive reform
- A reform institute does not have to be a separate entity; a flexible committee with sub-committees co-opting expertise to fit the agenda can work
- Model the change you want to see; engender credibility and respect
- Not everyone has an appetite for governance reform; planning, influencing, authority and determination will be required
- The skill set required for success should not be underestimated
- Appoint reform-minded officials only; get the right staff and put good quality team leaders and overall management disciplines in place; mass recruitment of the wrong skills will not work
- Internal cooperation and communication are essential for success; increased communications approaches, such as awareness raising, town hall meetings and so on, need to be done internally as well as externally
- An annual report, newsletter or regular features in a state publication will keep people informed and raise the profile of the institution
- Expect and deliver regular formal reports to the Governor, ExCo, HoS body of PSs
- Set the agenda, reform plan and targets for the specific reforms to be implemented; ensure budget in place supports the plan and is agreed at highest level
- Involve the right people and hold regular consultation and meetings; carry everyone along  
Routinely institutionalise learning and capability.

## Annex 1: An overview of institutions leading reforms in selected states, their mandates and functions

State	Institution or organisation	Mandate	Key functions and activities
Enugu	PIB  Set up in 2005 and reports to the HoS	<ol style="list-style-type: none"> <li>1. Stimulate the drive for reform in the public service</li> <li>2. Coordinate and facilitate the implementation of governance reforms across the Enugu State public service including acting as Secretariat to the Governance Reform Group and representation on all Reform Working Groups</li> <li>3. Provide guidance, methodologies and policy frameworks to steer the state's PSR agenda</li> <li>4. Provide technical assistance and coordination to MDAs through their Ministerial PIUs to define MDA outputs and develop appropriate strategies to improve service delivery performance</li> <li>5. Provide guidance, coordination and assistance to MDAs on the preparation, implementation and monitoring of service charters and other means to increase transparency and accountability of service delivery by the state government</li> <li>6. Develop and assist MDAs to conduct systematic organisational reviews of MDA structures and where appropriate assist in the preparation of corporate plans</li> <li>7. Provide assistance and coordination to MDAs, in collaboration with other lead agencies, on budget and financial management reforms</li> <li>8. Identify, disseminate and document international best practice with regard to public service operations and management</li> <li>9. Provide reports to government on progress in implementing PSRs and independent assessment of MDA performances</li> <li>10. Advise MDAs on standards, conformity and management of computer-based information systems and databases and the introduction of computer applications to their management procedures.</li> </ol>	<ol style="list-style-type: none"> <li>1. Service delivery and performance management – SERVICOM</li> <li>2. PFM</li> <li>3. HRM and CP</li> <li>4. Communications and KM</li> <li>5. P&amp;S and M&amp;E</li> <li>6. Data management and ICT.</li> </ol>

## HOW TO GUIDE

State	Institution or organisation	Mandate	Key functions and activities
Kaduna	<p>BPSR</p> <p>Operational since February 2011</p> <p>Secretariat to the State Steering Committee and the State Coordinating Committee of the Reform Programmes</p>	<p>To drive, institutionalise and sustain the various reform programmes and initiatives of the Kaduna State Government towards establishing a modern, effective and efficient public service focused on good governance.</p>	<p>PSR; e-Government and KM; and Administration and Finance:</p> <ol style="list-style-type: none"> <li>1. Facilitating and coordinating PSR programmes</li> <li>2. Researching, liaising, communicating and sharing information on PSRs</li> <li>3. M&amp;E of PSRs</li> <li>4. Coordinating the activities of external support agencies in the implementation of PSR programmes</li> <li>5. Facilitating the introduction of new technologies into the public service to improve the effectiveness and efficiency of the service</li> <li>6. Identifying and recommending measures for enhanced service delivery</li> <li>7. Serving as Secretariat to the State Steering Committee and the State Coordinating Committee of the Reform Programmes.</li> </ol>
Katsina	<p>Steering Committee for the Implementation of SPARC Programme</p> <p>Chaired by HoS. Membership: HC Ministry of Finance, Budget and Economic Planning (MoFBEP), PS (Administration) OHoS, PS Department of Establishment, Pension and Training, PS MoFEBP, Accountant General, Office of the Accountant General (MoFEBP), Senior Special Assistant to the Governor on</p>	<p>Implementation of DFID/SPARC programme in Katsina State.</p> <p>To oversee and deliberate on SPARC programme in Katsina State.</p>	<p>Meets as and when required to deliberate on the implementation of SPARC programme in Katsina State.</p> <p>Provides oversight of Technical Task Team (TTT), membership of which is drawn from a variety of MDAs although predominantly from OHoS. TTT spearheads and provides technical assistance for undertaking the work, acting as an operational arm of the Steering Committee essential to the Committee's effectiveness.</p>



State	Institution or organisation	Mandate	Key functions and activities
Katsina continued...	Commerce and Industry, Director, Budget MoFBEP, Director, Planning MoFBEP, Director, Administration MoFBEP, Director, Expenditure Control MoFBEP, Director, Administration and Supplies, OHoS  Established 7 <sup>th</sup> November, 2012		
Lagos	The OoT  Created on 4 <sup>th</sup> November, 2009  Previous incarnations as a management services/reform office in METP	To fast track the Lagos State Government's civil service reforms. In addition, the office collaborates with MDAs in delivering their sector transformation objectives as captured in MTSS and LSDP.	<ol style="list-style-type: none"> <li>1. Implementing PSM reforms through a planned cyclical review of MDA mandates, rolling out CP and implementing HRM</li> <li>2. Providing consultancy services and facilitating MDA change programmes through the appropriate application of Lagos State Government directives, policies, guides and toolkits</li> <li>3. Responding to ad hoc requests from MDAs for consultancy or reviews</li> <li>4. Ensuring MDAs are aware of, and trained to apply, the revised SPADEV performance appraisal tool</li> <li>5. Implementing and assessing the impact of the service charter programme and CRM initiative</li> <li>6. Conducting an attitudinal change campaign.</li> </ol>
Yobe	PSM Core Group  September 2012	Manage the SPARC-supported reform process.	<p>Variable depending upon reform area or sector.</p> <p>To manage all SPARC-related activities in Yobe.</p>

## Annex 2: Resources

### Enugu:

SPARC issues – Revitalise the engine of PSR – the Enugu PIB <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=3572e32e-4ec1-11e4-8df4-00221964e37f>

### Kaduna:

Kaduna State Service Charter Guideline <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=a730c40a-4ec0-11e4-8df4-00221964e37f>

Service Charter of Ministry of Health <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=1ab68474-4ec0-11e4-8df4-00221964e37f>

Kaduna State Training of Pilot MDAs on Preparation of Service Charters <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=0e8e693c-4d3a-11e4-8df4-00221964e37f> with four annexes on

- The service charter of Ministry of Lands and Survey
- Service charter of Board of Internal Revenue
- Service charter of Ministry of Education
- Service Charter of Ministry of Health

Maiden Edition BPSR Kaduna Reform Update 4th Quarter 2012 <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=c90626c8-6a5f-11e4-98f7-00221964e37f>  
bpsr.kaduna@gmail.com)

### Katsina:

MoFBEP Corporate Plan Report <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=1c05f6ea-4ebe-11e4-8df4-00221964e37f>

### Lagos:

Lagos State Revised MDA Mandate Mapping Guide – March 2013 <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=84809fee-4d66-11e4-8df4-00221964e37f>

Lagos State Service Charter Policy April 2012 <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=b5cfefce-4d3d-11e4-8df4-00221964e37f>

Lagos State Service Charter Guidelines. July 2010 (Indicator O8) <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=34231e2e-1fd4-11e4-96cc-00221964e37f>

Lagos State Service Charter Initiative: Phase 1 Final Report <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=b346bc8e-26a9-11e4-96cc-00221964e37f>

Lagos State Office of Works Corporate Planning Phases 1 and 2 November 2013 <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=41cc4a36-4d3e-11e4-8df4-00221964e37f>

LASG Office of Works CP Report March 2014 <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=61651a9e-4d3e-11e4-8df4-00221964e37f>

Lagos State Government Service Standards and Improvement Planning March 2013 <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=78611da0-1fd6-11e4-96cc-00221964e37f>

Lagos state Office of Transformation strategy and delivery plan; staffing resourcing and capacity development 2014-15 draft

### SPARC KM literature

- Performance Against Service Standards: Assessment Tools and Methodology, Workshop for Staff of Lagos State Office of Transformation (OoT) March 2014 <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=d696b83e-6a5f-11e4-98f7-00221964e37f>
- Service Charter Compliance Evaluation – a *How to* Guide, June 2014

### Yobe:

Completed mandate mapping Questionnaires <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=d932c430-4ec5-11e4-8df4-00221964e37f>

Draft Mandate Report Vol.1 <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=1ede2a34-4ec5-11e4-8df4-00221964e37f>

Draft Mandate Report Vol.2 <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=884f2140-4ec4-11e4-8df4-00221964e37f>

SPARC report on First Stage Corporate Planning Report <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=ee56b4cc-4ec3-11e4-8df4-00221964e37f>

Yobe State Government of Nigeria Personnel Data Form <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=830488d4-4ec3-11e4-8df4-00221964e37f>

Completed Establishment Planning templates

<http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=85790e4e-4ed4-11e4-8df4-00221964e37f>

### SPARC:

ASK HELP DESK <http://www.sparc-nigeria.com/ask.php>

SPARC CP toolkit & guide 1 <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=b3c3c504-4ec1-11e4-8df4-00221964e37f> (can be used to set up an institution)

SPARC CP toolkit & guide 2 <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=b4538e3c-4ec1-11e4-8df4-00221964e37f>

SEAT assessment tool <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=4f809d78-4a49-11e4-891d-00221964e37f>

PEFA assessment tool <http://library.sparc-nigeria.com/Delivery.aspx?AttachmentID=6f4cc1da-4a45-11e4-891d-00221964e37f>

