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2005 CENSUS SUPPORT INITIATIVE EXTERNAL MONITORING FRAMEWORK

2005 Population and Housing Census of Nigeria
Monitoring and Evaluation Mission No. 2

REPORT

ON

MANAGEMENT CAPABILITY

Muyiwa Oladosu, Ph.D.

Contact: MiraMonitor International Consultants, LLC; P.O. Box 337, Beltsville, MD 20704, USA; Phone: 301.572.7952,
Fax: 301.572.5664; email: moladosu@miramic.com, fso226@yahoo.com

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Table of ACRONYMS

APC— Action Plan Committee
A&S— Administration & Supply Department
Carto— Cartography Department
CCC— Census Communication Center
CPM— Critical Path Method
CTA— Chief Technical Advisor
DPCs— Data Processing Centers
EAs— Enumeration Areas
EAD— Enumeration Area Demarcation
EU— European Union
F&A— Finance and Accounts Department
FCT— Federal Capital Territory
HODs— Heads of Departments
ITD— Information Technology Department
LGAs— Local Government Authorities
MAP— Modified Action Plan
NPopC— National Population Commission
OAGF— Office of the Accountant General of the Federation
PAD— Public Affairs Department
PERT— Program Evaluation Review Technique
P&R— Planning & Research Department
PRD— Planning & Research Department
SOFRECO— Societe Francaise de Realisation, d'Etudes de Conseil
UN— United Nations
VRD— Vital Registration Department

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Executive Summary

This report presents management challenges at NPopC and solutions to eliminating them towards a *credible, acceptable* and *reliable* census in March 2006. It adopts systems perspectives in understanding the challenges and participatory approach in diagnoses and solutions. The Microsoft (MS) project software was used to electronically produce and update the 2005 Population and Housing Census Strategy and Implementation Plan with the intention of using this to effectively monitor the census operations and to improve the overall implementation strategies of the project.

Key Challenges & Solutions:

- The MS project version of the implementation plan will be more useful in monitoring and predicting critical pathways to a successful headcount when more information is provided on detailed tasks and resources, and when tasks are synchronized into a combined schedule, and these should be achieved by November this year.
- It was observed that some of the lessons learnt in the 1991 census were not integrated into the planning and implementation of the current census. Staff of the Commission who have *institutional memory* should be asked to formally present on some of the successes and failures of the 1991 census with a view to reducing the tendency to reinvent the wheel and to channel a realistic way forward.
- Evaluation of the current management structure at NPopC revealed key challenges on the part of Federal Commissioners, and some of these are:

unwieldy policy making process, inadequate knowledge of civil service rules and regulations, and political sensitivity that they face in their states of origin. It is recommended that cross-posting of the Federal Commissioners be done by November this year, and a workshop on civil service rules and regulations be organized for them around the same time.

- The management challenges on the part of the Directors, their deputies and key personnel are with respect to inadequate knowledge of management and civil service rules and regulations, limited decision-making capabilities, and inadequate collaboration with colleagues in other departments. The following recommendations are suggested for implementation within the next two to three months: (1) that a workshop to rectify gaps in knowledge be conducted for these high level personnel both at the headquarters and state offices, (2) that more meetings be conducted on a weekly (interdepartmental) and monthly (departmental) basis during which components of the implementation plan and progress should be exhaustively discussed, (3) that key personnel from the state offices be included in some of the interdepartmental discussions, and (4) that the decision making capabilities of Directors be increased by increasing their quarterly financial allocation.
- The Commission is currently not maximizing available scarce human resources. Qualified staff distribution is lopsided in favor of the headquarters at the detriment of state offices that desperately need them. For this reason, this report recommends that equitable redistribution of

qualified staff cutting across all states and departments be done before the end of November this year. The distribution exercise should ensure that all State Directors are skilled and experienced grade level 16 officers or at least very competent level 15 officer, that all Heads of Departments should be grade level 14 or 13 officers and all comptrollers should be at least grade level 12 officers. And recruitment exercise should be conducted latest by end of January 2006 to fill in positions that are still vacant after the redistribution exercise.

- The census communication centers in most state offices are yet to take off. Considering the importance of communication in the census project implementation and the little time left to make the centers functional, this report strongly recommends that all centers be functional by the end of November this year starting with the intercom and phone lines at the headquarters. To strengthen communication between the headquarters and the state offices, recommendations are in favor of the appointment of a liaison officer based at the headquarters by this October for each state offices to provide them with continuous update on technical information.
- On the bottlenecks posed by the due process of procurements and the current slow pace of accounting system at NPopC, recommendations are made as follows: (1) that selective tendering be adopted to screen the list of contractors submitted to the due process and, or that permission be requested from the President this October that all NPopC's submission to the due process be treated with utmost urgency. 2), that the accounting

system be computerized and necessary working materials be provided to the Finance and Accounts Department before the end of November this year, and that the welfare of staff of the department be improved by December this year to enable them give their best to the census process.

- The enabling environment for work at NPopC headquarters and state offices clearly need urgent attention. This report recommends that allowances and other incentives be provided to staff who work extra hours during the census operation. Also, that office spaces be provided, likewise office furniture, equipment and materials, and transportation to ease movement of staff to work and back home. All recommendations on enabling environment at NPopC need to be implemented in the next one to three months in order to elicit quality performance from staff during the census operation period and beyond. An important last point to note on staff welfare is that little things matter (even the T-shirt, and face cap), they add up to make up staff perception of how much value they get from working at the Commission and most important perhaps, is the effect of these (little things) on their performance in the census operation.

1. Introduction

This report presents a comprehensive project management challenges at the National Population Commission (NPopC) with recommendations on how to improve the situation. It discusses challenges with respect to staff strength, management structure, and delegation of duties, decision process and chain of command, departmental collaborations, financial process, channels of communications and the enabling environment at the Commission. The report suggests strategies toward strengthening management capabilities at NPopC. The overall objective is to eliminate lapses in the execution of tasks and resources, and to improve overall efficiency among staff of the Commission towards a *credible, transparent, and acceptable* census.

The overarching principles underlying the approach adopted in the management mission (which started in June 2005 as part of the second monitoring mission) are drawn mainly from the *systems theory* to management, and *participatory approach*. The systems theory conceptualizes organizations in holistic terms just like the human body with many parts each doing different things but all contributing to the overall health and vitality of the body. An ailment of one part of the body affects the functioning of the rest and no one part can function in full capacity without connecting with other parts. The principles underlining the system approach are clearly most suitable to NPopC management and most importantly, for the implementation of the census project, the biggest peace time operation in modern times.

The use of systems approach in the effective implementation of a census project is the driving force behind the United Nations' standard procures for effective census management (United Nations, 2001). Some advantages of systems approach to management are; more effective leadership grounded in efficient delegation of tasks, and responsibilities, and better problems solving techniques that enable management to view the bigger picture and focus on structural and systems problems rather than the individual behaviors. Other benefits of systems approach are better synchronization of tasks, more effective communication, and better organizational development and growth.

Appendix III presents a concise mathematical model to integrating systems approach at NPopC by showing each department as a component part of the whole. The model shows the uniqueness of each department in the implementation of the census project according to tasks, human and material resources. The integration of the systems approach into NPopC operations will take some time to achieve. Most of the recommendations in this report are geared toward immediate and short-term responses to the integration of the systems approach toward ensuring a successful head count.

2. Global Objective

The global objective of this management mission is:

- To strengthen the project management capabilities of NPopC with a view to ensuring a successful head count.

2.1 Specific Objectives

The two key objectives of the mission are:

- Based on an operational assessment, make recommendations for improved/streamlined project management to ensure the achievement of the census in the specified timeline.
- Update the current Census Strategy and Implementation Plan (in close cooperation with the NPopC) including, where necessary, reduction of activities to maintain schedule and transfer the census plan into available Microsoft (MS) Project software.

3. Key Management Benchmarks

- Updated implementation strategy to reflect reduction of activities where necessary using the MS project software.
- Recommendations on strategies to ensure efficient management of the census project.

4. Data and Methods

4.1 Data Sources

This report is based on information from primary and secondary sources. Primary sources are individual in-depth interviews with staff and international technical Advisers at NPopC, and notes taken from key meetings at NPopC and elsewhere. Secondary sources are documents such as the 2005 Population and

Housing Census Strategy and Implementation Plan, and the draft report of the Internal Monitoring and Co-ordination Committee on the Modified Action Plan (MAP) for the Trial and the Main Census of July 2005. Other secondary sources are, presentations on the census project by NPopC staff, advisers, and other non-NPopC staff, and a textbook on project management techniques presented in Microsoft Office Project Software [(MS Project) by Teresa Stover, 2003].

4.2 Primary Information

Notes from meetings. Since the commencement of this mission in June 2005, several meetings have been held on the just concluded trial census (field operations) and the main census. These meetings provided insight on many aspects of the management challenges at NPopC. One of such useful meetings is that conducted by the Action Plan Committee (APC) which was instituted by the Chairman on 30th of June 2005. The APC composed of Directors of each of the departments, their deputies, and international Advisers, chaired by the Chief Technical Adviser (CTA). Since its inception, the APC has been most instrumental in moving the census agenda forward.

In-depth interviews. In-depth interviews were conducted with staff of NPopC on various management challenges. Issues discussed include the management structure of NPopC and how this differs from that of 1991 (the last census year), short comings of the current management structure, management skills, and experience of key personnel. Other issues included are delegation of duties, decision making process and chain of command, departmental collaboration,

financial process and the accounting system, communication process from the state offices to the headquarters, conditions of service and enabling environment. The in-depth interviews were conducted among a cross-section of NPopC staff, including junior staff, senior top management staff, and members of the Commission (the Board).

4.3 Secondary Information

Documentation and presentations. Information were extracted from documents provided by staff of NPopC some of which are, the 2005 Population and Housing Census Strategy and Implementation Plan, the updated implementation plan (Modified Action Plan), the nominal roll including names, designation, and departments of all staff of the Commission. Also, information from presentations at conferences, workshops, and meetings were used in this report.

4.4 Methods of Analysis

Methods of data analysis for the primary information were mainly thematic looking at convergence and divergence of opinions synthesized to form key management challenges and solutions. For the secondary data, techniques of analysis involved extracting and synthesizing key management related information from documents and presentations. It also included updating the census implementation plan using the MS project software.

4.5 Key Features of MS Project Software

The MS project software has many analytical and insightful advantages, some of which are highlighted below:

Program Evaluation Review Technique (PERT). The PERT is used to calculate the estimated duration of a project using three sets of data provided by the project key personnel— *expected duration*, *optimistic duration*, and *pessimistic duration*. These three data sets are weighted using a scale of 1 to 6 (in-built in MS Project software). The PERT calculates a weighted average combining these three parameters to produce *estimated duration*. The difference between the *expected duration* and the *estimated duration* indicates the change in time that may be needed to complete the project and the financial implication that goes with the extension or reduction in time. The PERT is useful in the census project and it was applied to the trial-census schedule.

Critical Path Method (CPM). The critical path method is used as a risk management tool in the execution of large and complicated projects like the census. The *critical path* for a project is defined along *critical tasks* and there can be more than one critical path depending on whether the project is implemented in phases or whether each component part has sub-projects. A critical task is one that has no slack time between it and its successor. Critical paths are established based on the relationships between tasks. This tool was also used in determining the critical tasks in the trial-census.

Daily Project Monitoring. The MS project software is used to monitor daily progress of a project. The daily use of resources and how efficient they are being used vis-à-vis tasks can be determined with the application of the software. Likewise, milestones can be determined and used as benchmarks for project performance. The MS project software, however, requires detailed information on tasks and resources for it to be optimally utilized.

5. Strategy and Implementation Schedule

A major objective of this mission is to update the NPopC strategy and implementation plan document of August 2004. This objective was achieved through three days painstaking meetings of the Action Plan Committee from Friday 22nd to Sunday 24th of July 2005. The meetings included all the Directors and their deputies, international Advisers to each of the core departments and the CTA who chaired the meetings. The Modified Action Plan (MAP) used in the preparation of this report is a product of these meetings. The MAP is currently been revised to reflect current realities of the census project implementation. Updated census strategy and implementation plan (using the MAP) including status of each of the tasks, has being transferred to MS project software and is attached to this report.

5.1 Trial Census Implementation Plan

Most of the key features of the MS project were demonstrated in the trial census. A detailed implementation plan including synchronized tasks of all departments,

duration of each task, start and end dates, relationships between tasks, and comments and remarks was produced for the trial-census. The following steps were taken using the MS project software in the trial-census:

- Each NPopC department prepared detailed activities for the trial-census including tasks, duration, start dates, and status;
- A combined list reflecting synchronized tasks of all the departments was prepared based on the detailed activity list of each of them. This was updated on continuous basis and is still being used to monitor and evaluate the trial-census, which is now at the data processing stage;
- Links were established between tasks based on logical sequence in the execution of these tasks and anticipated constraints (Appendix II);
- The next step involved the identification of critical tasks (tasks with zero slack time) and critical paths based on a network diagram produced by the MS project software. Some of the critical tasks identified about two weeks to the trial-census are; finalize custom clearance (Form M) for the questionnaire that was imported, delivery and installation of scanners (included in data processing), data tabulation and final tables, and technical analysis and reports. It was no surprise therefore that slack in prompt delivery of questionnaires was a major constraint that delayed house numbering and listing to about two days in some states. Also, installation of scanners was delayed, thus shifting the trial census schedule by over four weeks, data processing ought to have been concluded by September 30! It is hoped that

the experience of the trial census and lessons learnt will be applied to determining realistic constraints and risk factors in the main census.

5.3 Main Census Implementation Plan

Since the trial-census is a dress rehearsal of the main census, all the steps outlined in 5.2 above must be *repeated and in greater detail* for the main census operations. This would require more information such as realistic estimate of duration of each task, starting dates, details about possible risks and constraints, and available resources vis-à-vis tasks. As at the time this report was prepared, each department was putting together and fine-tuning a realistic detailed implementation plan for the main census. Detailed implementation plan for all departments should be synchronized as was done for the trial census.

6. Operational Assessments

This section provides some information on bottlenecks to the day-to-day implementation of the census project. It examines key management issues that lead to slippages. Below are highlights on management challenges at NPopC:

6.1 Management Challenges

Findings of the operational assessment of NPopC is based on interviews with staff cutting across all cadres and grade levels, and personal observation. This section presents key challenges faced at the Commission, both at the

headquarters and state offices. Where necessary it compares with what worked in 1991 in order to arrive at a realistic assessment and recommendations.

6.1.1 External Factors

Some of the challenges faced by NPopC emanate from external influences. Timing of the census especially as it affects preparation has been a major challenge for the Commission. Staff who still have *institutional memory* of the 1991 census said that it took at least three years to prepare for it unlike the present, which is being compressed into about two years. The Commission now has a few additional months with the recent extension of the date of headcount to March 2006. Also, the staff interviewed felt that the federal government funding started flowing in a bit late. For example, enumeration area demarcation started months after the pronouncement of the census date, and demarcators were not paid for several months, which slowed down the pace of work, and affected other key activities like the pre-test, and the trial-census, which had to be shifted.

Another difference between now and 1991 is the political dispensation of the country which makes it difficult to get high-level policy decision on the census. Compared to the military dispensation in 1991, now there are more debates on issues with resultant effect on time-bound projects like the census. In a democratic dispensation decisions are more inclusive for consensus building and therefore, necessarily slower. For example, appropriations are proposed by the Executive and approved by the National Assembly (the principle of separation of powers). Whereas during the 1991 census (military regime), the

Executive also performed the legislative functions, therefore, decisions were faster.

A major external challenge is the commitment of key stakeholders in government on legitimacy, public pronouncements and advocacy of the census to the general population. This kind of open commitment and advocacy can go a long way to build public support and cooperation needed for the massive operation. Stakeholders' commitment is now gradually building up especially after the workshop for members of the Senate and House of Representatives Committees on population in Kaduna last August, and the involvement of state governors and their key functionaries in the just concluded trial-census. As well as the recent meetings in mid September with the President and top key policy makers and development partners in the country.

Another external challenge to NPopC and the census operation is the due process in procurements. Most of the staff interviewed at the Commission opined that the due process is a major bottleneck to getting funds and materials in a timely fashion for the smooth running of the census operation. The due process was described by one of the staff interviewed as a *checkmate to contractors* and awarding government agency's excesses. The due process has also been described as one of the best ways to show *financial openness* in the census project. NPopC has to find a way to reduce the challenges faced with the due process so that this does not hinder the smooth operations of the census. In other words, there should be a way to fast track the due process without compromising its functions.

6.1.2 Management Structure

Staff were asked to describe the management structure at NPopC including the headquarters, state, and LGAs, and how this differs from 1991. They were also asked to describe key shortfalls in the current management structure and how these can be improved. Most of the staff interviewed were knowledgeable about the structure of the Commission which was good, but it was not clear whether they understood the workings of it.

The general consensus of all staff who had institutional memory (and those who have been told) is that the 1991 management structure was better than that of now although the current has its own advantages. According to information from staff interviewed, the 1991 Commission structure consisted of only seven members (Chairman and six Commissioners). Each of the 1991 Commissioners was responsible for supervision of a geopolitical zone. They were all located at the Commission's headquarters, which made it easy to meet and were easily accessible to the Directors and other staff at the headquarters. In contrast, the current management structure has 37 Commissioners (including FCT) and the chairman. The advantages of the current structure are that: (1) it provides positive image of representation throughout the country, (2) because of their position they tend to get the political will and cooperation of the government of their state involved in NPopC activities.

The disadvantages of the current number of Commissioners tend to outweigh their advantages. Some of the staff interviewed were of the opinion that, (1) the present number of 38 Commissioners is too unwieldy to enable smooth

running of NPopC. 2), the general opinion of staff interviewed is that this current structure makes Commissioners to pay more allegiance to their respective states thereby *weakening the center*. 3), Commissioners are politicians and this makes it difficult to de-politicize the census. In addition, (4) there are no clear-cut guidelines on the roles of the Commissioners, which make some of them to become *unduly powerful*. 5), some Commissioners do not adhere to rules and regulations guiding the daily implementation of the census project either because of lack of understanding or are not knowledgeable about civil service rules, or share nonchalance. Some Commissioners find it challenging to carry along the technical team in their state. 6), Commissioners face *daily political sensitivity* due to the fact that they are in their state of origin. Some of them have been alleged to be ethnically and politically biased in the conduct of NPopC activities, and this dampens the credibility of NPopC in the public. 7), it has been said that some Commissioners are more interested in the *glamour and power* that comes with the position rather than the responsibilities involved. 8), and last but not the least, Commissioners sometimes have *conflict of interests*, which may interfere with decision making at NPopC.

An overwhelming convergence of opinions of all staff interviewed suggests that most of the disadvantages outlined above can be eliminated. One of the solutions that may be considered is cross posting of Commissioners away from their state of origin.

Aside the challenges posed by 38 Commissioners, NPopC has been described as *too centralized* giving considerable control to the headquarters at

the detriment of state offices. In addition, state offices do not have similar structure as the headquarters. For example, not all states have IT departments, and this does not augur well for the development and computerization of the state offices and their daily operations and technological needs. In some states, Comptrollers are all under Public Affairs Department (PAD) while in others, each Comptroller operates on their own at the LGA. Personal observation also suggests that some state offices do not have physical presence of some department either because of shortage of staff or shortage of space and materials or both. This is a disjointed structure that does not permit smooth running of the census project to achieve maximum results.

Also, there is *disparity* between the headquarters and the state offices in terms of decision making and distribution of senior cadre staff. At the headquarters the Chairman and the Director General are in charge of most decision making, especially those with financial implications but this varies at the state level depending on the relationship between the Federal Commissioner and the State Director. In terms of distribution of caliber of staff, the headquarters can be described as having “*wider up and narrow down*” structure. That is, too many senior officers of grade level 12 and above at the headquarters while at the state level, most officers are of junior cadre. In other words, the headquarters is *over staffed with senior officers* while there are few at state offices where the actual implementation of the census project is taking place. This lopsided structure in decision making and in staff strength between the headquarters and the state do

not enable the smooth operation of a big project like the census which should be implemented in a systemic fashion.

6.2 Management Skills and Experience

Some key management staff (Directors mainly) were asked to describe their experience prior to assuming their current position at NPopC and during their duration of directorship. It is interesting to note that most of them were not tutored or groomed to assume the directorship of a big department with many staff both at the headquarters and in the state offices.

Information from key management staff at the headquarters suggest that although they have relevant training in their field or chosen career, they lack management skills, and were not groomed with civil service rules and regulation before assuming the position. Some of them were posted right from the state offices to NPopC headquarters. It was clear from the staff interviewed that top management officers *did not have broad national management experience* that include managing staff at the headquarters and in all 36 states of the federation and the Federal Capital Territory (FCT).

Also, the current practice of promotion and appointment of top management staff *based on quota encourages mediocrity* in the Commission as a whole. Some State Directors are junior in skills and experience to some staff in their state. This is detrimental to the quality of work, and inimical to obtaining cooperation from key experienced staff in the state.

Also, some key management staff lack *vision and initiative* on how to run a department guided by civil service rules. This is reflected in the daily operation of their department, for example how files should be treated (i.e. appropriate references to specific regulations), and what next step to take etc. In connection with vision and initiative is the fact that some key personnel are not well informed about the activities and operations of other departments and do not take positive steps to rectify these gaps in knowledge. In addition, they do not make attempts to identify areas of common interests in the implementation plan and how to strengthen and re-enforce working together as a team. The lack of vision and initiative is a general problem among key management staff of the Commission as a whole. This was clearly demonstrated at the state level during the trial-census. Most key management staff at the state level did not have a Plan B on essential materials until the first day of house numbering and listing went by (some states lost two or more days in the process).

6.6 Man Power & Utilization

Table 1: Showing percentage distribution of staff at headquarters, liaison, and state offices according to cadre at the civil service (updated as at June 2005)					
Headquarters, liaison and state offices	Management/directorate (level 15 & above)	Senior cadre (levels 12 – 14)	Medium cadre (levels 8 – 10)	Junior cadre (level 1 – 7)	Total (number in parenthesis)
Headquarters	11	22.5	30.5	36.0	(435) 100
Liaison office, Lagos (dissolved)	0.8	13.9	36.6	48.6	(508) 100
FCT	0.6	5	23.7	70.6	(160) 100
Kano	3.6	11.2	9.2	75.9	(303) 100
Akwa Ibom	1.9	8.0	9.4	80.7	(212) 100
Lagos	0.8	11.0	25.6	62.6	(254) 100
Taraba	4.3	4.3	1.4	90	(70) 100
Nasarawa	3.4	10.3	8.6	77.6	(58) 100
Cross River	0	4.6	6.2	89.2	(130) 100
Bauchi	2	6	4	88	(100) 100
Bayelsa	1.7	6.9	10.3	81	(58) 100
Benue	2.2	5.2	11.2	81.3	(134) 100
Borno	0.9	5.5	5.5	87.9	(108) 100
Delta	1.5	5.2	13.4	79.8	(134) 100

Note: Management/directorate = directors, deputies, & assistants; senior cadre = chiefs, assistant chiefs, & principals; medium cadre = senior officers & officers; and junior cadres = level 7 and below.

Table 1: Showing percentage distribution of staff at headquarters, liaison and..... (Continued 1)					
Headquarters, liaison and state offices	Management/directorate (level 15 & above)	Senior cadre (levels 12 – 14)	Medium cadre (levels 8 – 10)	Junior cadre (level 1 – 7)	Total (number in parenthesis)
Ebonyi	1.3	5.3	8	85	(75) 100
Edo	3.4	6.8	14.3	75.5	(147) 100
Ekiti	1.9	8.8	19.6	69.6	(102) 100
Enugu	1.5	10.8	12.8	74.8	(258) 100
Gombe	2.9	4.4	1.5	91	(68) 100
Imo	0	7.4	6.5	86	(229) 100
Jigawa	1.5	6.6	23.3	68.6	(137) 100
Kaduna	2.2	12.3	12.3	73.2	(179) 100
Katsina	1.7	7.7	5.1	85.5	(117) 100
Kebbi	0.9	7.8	6.8	84.3	(102) 100
Kogi	2.3	10.2	15.6	71.8	(128) 100
Kwara	2.3	11.7	24.2	61.7	(128) 100
Niger	3.6	9.5	11.7	75	(136) 100
Sokoto	1.1	7.8	6.7	84.3	(89) 100

Note: Management/directorate = directors, deputies, & assistants; senior cadre = chiefs, assistant chiefs, & principals; medium cadre = senior officers & officers; and junior cadres = level 7 and below.

Table 1: Showing percentage distribution of staff at headquarters, liaison and (Continued 2)					
Headquarters, liaison and state offices	Management/directorate (level 15 & above)	Senior cadre (levels 12 – 14)	Medium cadre (levels 8 – 10)	Junior cadre (level 1 – 7)	Total (number in parenthesis)
Yobe	4.1	9.7	1.3	84.7	(72) 100
Zamfara	4.9	9.7	4.8	80.5	(41) 100
Ogun	1.2	9	21.3	68.4	(155) 100
Ondo	1.9	15.5	12.6	69.9	(103) 100
Osun	5	13.9	15.1	65.9	(179) 100
Oyo	1.9	10.8	24.4	62.8	(315) 100
Plateau	0.8	3.2	18.5	77.4	(124) 100
Rivers	2	8	9	81	(200) 100
Abia	0	9	17.1	73.9	(111) 100
Adamawa	0	5.8	8.4	85.7	(154) 100

Note: Management/directorate = directors, deputies, & assistants; senior cadre = chiefs, assistant chiefs, & principals; medium cadre = senior officers & officers; and junior cadres = level 7 and below.

A crucial aspect of management is *effective and efficient utilization* of staff. It is no use and a waste of resources to have skilled human resource that is not adequately and efficiently utilized. For this reason, the nominal roll of the entire Commission was reviewed with the intent of suggesting ways to optimal utilization of resources.

Table 1 above shows the distribution of staff across cadres and across states. Clearly, the headquarters has the highest proportion of management and senior cadre staff, level 12 and above (33.5%), while states like Cross Rivers, Imo, Abia, and Adamawa have no management/directorate level officer, and less

than 10% senior cadres of levels 12 to 14. And a detailed review of staff strength in terms of how they are distributed across departments and states show the extent of acute shortage of technical staff in some states (Appendix IV). The attached nominal roll shows that in most states over 60% of staff are in administrative support cadre category (levels 1 to 7). Some do not have any skilled technical staff in some departments, and for those states that have some technical staff, there is need for training of these staff to get them to expected standard and quality for the forthcoming census. Aside the low cadres of staff, most states are acutely understaffed. No wonder that quality in the implementation of the census activities is a recurrent issue. The first immediate step to ensuring quality is to *redistribute* staff of the Commission so that skilled personnel are in strategic positions in readiness for the task ahead. Strategic technical positions for the purpose of the census are Directors and their deputies at the headquarters, State Directors, Heads of Departments, and Comptrollers.

6.3 Decision Making & Delegation of Duties

In order to ascertain whether staff of NPopC know the process of decision making and therefore, have an idea of timing between request and response, they were asked to describe the decision making process between the headquarters and the state offices. Most staff of NPopC, including those at the state offices, especially those at the senior and management cadres, seem to understand the decision making process i.e. from the time requests are made at the state offices to when responses are received. All staff interviewed described

similar process: request starting from the State Director goes to the Chairman through the Federal Commissioner, then to the Director General or respective Director at the headquarters. The appropriate Director acts on the request and if necessary (especially those with financial implications) goes back to the Director General and the Chairman for approval. Although it was said that the process just described can be shortened as need be, the general impression from staff interviewed is that this current *process is more cumbersome* than that of 1991. This to some extent has to do with the current management structure with many commissioners.

In 1991 the State Directors passed requests directly to Directors at the headquarters who then consult with the Commissioner in charge of the state or the Director General depending on the request or the Chairman as the case may be. The current decision making process in the Commission needs to be evaluated to save time and resources. The decision making process described is a first insight into another important issue of delegation of duties.

Some staff were also asked to explain whether or not there is delegation of duties in their respective departments. They were asked whether they think that *work schedule is lopsided or not*. Results vary depending on the department. In some departments, all staff were not as busy as they should. In meetings, many key management staff were not conversant with the workings of their department on key activities suggesting to some extent their lack of involvement. Delegation of duties is practiced in some departments more than in other departments depending on a host of factors such as skills, experience, and

willingness to be involved. Other factors responsible for the variation in delegation of duties are the staff availability at the time, personality and friendship of the sub-ordinate to the key management staff delegating duty. These latter factors are sometimes most crucial to a sub-ordinate's guarantee of something to do at all times. Some reasons adduced to explain why there *cannot be equitable delegation of duties* are "redundancy," and "incompetence," of some staff and the "un-trainable" nature of some. It is important to review these reasons carefully to ensure that some staff of the Commission are not unduly victimized. Also, it is necessary to examine in more detail delegation of duties at NPopC so as to maximize human resources for the census project. In the long run, it will be necessary to institutionalize *judicious delegation of duties* into the culture of and daily operations of the Commission.

An issue that is related to the decision making process is the *financial backing of the Directors* in the performance of their duties. At present the Director General controls and authorizes all departmental votes from a single pool. This "*one line vote*" according to how it has been described by some, concentrates decision making on few individuals in the Commission. It may be more efficient to decentralize the one line vote to enhance the decision-making capabilities of key management staff. This is because for decision-making to be effective, it requires *financial backing* especially as it relates to the census project.

6.4 Departmental Collaboration

For a big project as the census, all departments need to work together as part of a system to achieve the desired results. This is not the situation at NPopC where departmental disputes and lack of cooperation is obvious even to a visitor. There is *no vertical collaboration* (among staff within a department), and *horizontal collaboration* (across department) is lacking. Friendships and association not closeness of work motivate the few genuine collaborative efforts experienced at NPopC. Key management staff find it difficult to see the *advantages in interfacing* with another departments in the Commission.

In order to provide information that may lead to better cooperation, staff were asked to describe the extent of departmental collaboration at NPopC and reasons why it is so. The following are some of the responses from the staff interviewed:

- Lack of communication between departments either in the form of meetings, one-on-one discussion or through other channels. This can lead to misconception of each other's intentions;
- Personality clashes between key personnel and spill over of this to other people in the Commission;
- Lack of clear understanding of the role of partner departments;
- Unnecessary protection of departmental boundary of operations;
- Past disputes carried forward into the current census project;
- And *lack of team spirit* among staff in the departments.

Information from the staff interviewed suggest that there might be better departmental collaboration at the state offices. The ramifications of these challenges are many, ranging from time wastage as a result of duplication of activities, and inaction resulting from lack of information, incoherence of departmental activities, and most important, a lack of synergy and synchronization of tasks, and resources thereby resulting in lapses and inefficiency.

A concept often used by staff interviewed is the “*core departments*” in the Commission. There seem to be a lack of convergence on what makes a department core and which departments qualify. Some say it is based on “*subject matter of specialization,*” while others think it should be based on department role in the census project. Some staff interviewed mentioned Census, Cartography, and Planning and Research as core departments, while others mentioned Census, Vital Registration, and Planning and Research are core. And yet others think the issue of core department is contemptuous and detrimental to the progress of the Commission. Whatever the opinion on core departments, it is necessary to tease out what the concept really means at NPopC and to *eliminate negative influences* on collaboration among departments at the headquarters and at the state offices as well. It is worth noting that for NPopC to work well like a functioning system each department must be seen as equally important and is vital to the success of the census project

6.5 Communication at the Headquarters and State Offices

It is a known fact that communication and information sharing are key to any successful project. At NPopC, *withholding information* is the predominant culture. Vital information are usually shared among click of friends and allegiances. Prior to the concept of the Census Communication Center (CCC) which is still at an early stage, there was no systematic way of sharing information. Information sharing is seen by some NPopC staff as a source of power to be shared with only people that “deserve” to have it. The gap in information flow from top-to-bottom has been exacerbated by lack of frequent senior staff, directorate, and all staff meetings where everyone can have the opportunity to air their views and update themselves with recent developments in the Commission. For example, the staff interviewed said that there has not been any senior staff or all staff of the Commission’s meeting this year.

The lack of information flow from top-to-bottom and bottom-to-top is evident in the poor knowledge of junior cadre staff on key activities of the Commission like the decision making process, the due process, and basic procedures in the Accounts and Finance department. Staff disconnect, which is one of the results of *abridged information flow* from top-to-bottom, is replicated at the state level. State offices (especially key technical staff like the State Directors) always complain of not getting information at all or getting information too late to give room for appropriate and articulated response. There are also complaints that circulars usually get to the state offices late. And the Federal

Commissioners sometimes do not serve as good conduit of information from the headquarters to the state offices.

At the moment, communication facilities are not physically on ground in many states, no functional telephone, intercom, fax, Internet, or transmitted radio. And key management staff do not have regular supply of GSM cards to use in communicating with the headquarters. These facilities are essential for the smooth conduct of the main census and should be addressed with some level of urgency.

6.6 The Financial System

There is a general consensus among the staff interviewed that the accounting system at NPopC is not working as it should be, too many delays in the process of receiving money or checks. Although everyone agreed that the system is getting better, salaries are now promptly processed and paid on time. One of the challenges of the current financial system has to do with the backlog on the muddled up system that was run in the past which made it possible for fraudulent activities to occur easily without notice. Most of the key personnel that were involved in the fraudulent activities have been re-deployed from the Commission to their parent agency (Office of the Accountant General of the Federation) for disciplinary action. Under the leadership of the current head of the department, the financial system is undergoing changes to meet the standard and practice of the federal civil service but this will take some time to translate to a more efficient system.

Another challenge that the financial system faces is the manual cumbersome way that requests are processed. All aspects of the system of raising vouchers, auditing, filing system, and bookkeeping to name a few are still manually done. For example, files which are supposed to be put in box files in chronological order are piled up in offices, and used vouchers that are supposed to be properly archived are put in poorly made bags (referred to as “Ghana-must-go”). Electronic vouchers would have speeded up the system but lack of computerization is making this a mere dream. To add to the challenge that manual processing of materials poses is the shortage of basic materials to work with, and acute shortage of space to work. Some basic forms, which could have been easily accessed from a computerized network, had to be borrowed from other agencies thereby wasting valuable time. The shortage of space is a *real danger* to the finance and accounts department. Some officers had to take turns to use few available desks and confidential files can be seen lying around making it difficult to trace requests, and difficult for staff to move around.

Another challenge to the accounting system at NPopC is that most staff need to be trained on the standard government accounting practices. For example, a simple thing like recording of files as they move from one table to the next is not properly done making it difficult to trace them. The *inadequate training is adversely affecting the performance of staff* at the department. Inadequate training makes the accounting system to be *slow and ineffective*.

The welfare of staff of the department is a major challenge that manifests itself in various aspects of their operations. The staff of the department are

directly under the Office of the Accountant General of the Federation (OAGF) where their promotions come from. The promotion exercise of the OAGF is a little behind that of the NPopC with the result that staff in the department lag behind in promotion compared to their peers who have direct employment with NPopC. And staff of the department *lack good benefit packages* like allowance for working late and at weekends. Just like staff of the department of administration, finance and accounts staff do not normally have the opportunity to travel out of station for fieldwork. Also, only one vehicle is available for all staff of the department, which makes it difficult for them to work outside the office.

The current image of delays and inefficiency that the finance and accounts department has in the Commission is partly due to a lack of knowledge of NPopC staff on how the accounting system works and the challenges that they face (ignorance about the accounting system were expressed by staff interviewed). And some of the shortcomings of the department may be due to the “human elements” or “human factors” in the form of undue favoritism in the processing of claims and requests. It is important to address these challenges in the financial system in order to increase efficiency in the implementation of the census project.

6.7 Enabling Environment

It is a known fact that no matter the human and material resources that a nation has, the enabling environment under which these resources are used determines optimal utilization of them. A key challenge faced by NPopC at the headquarters

and in many state offices is that the conditions that many staff work is discouraging to say the least. There is *acute shortage of office space* at the headquarters. It is normal to see four or six senior officers cramped in a small office space with just a table and a few chairs. Many other officers spend most of their time in the conference room at the ground floor of the Commission. The challenge of office space is certainly having *negative effect* on the census implementation process.

The majority of staff interviewed said that *motivation is low this census year* compared to 1991. Motivation is low despite the fact that promotion is more regular than in the years past, and the salary of staff of NPopC has been substantially beefed up, grade level one officer now receives 10 000 Naira per month, and Directors salary is now more than six figures per month. Although the majority of staff interviewed agreed that salary has appreciated in the past three years, the *salary structure is not impressive* when compared to that of the Central Bank staff and other government agencies. The salary variance between NPopC and other agencies is partly why staff moral is low especially when they are not paid additional allowance for working late hours. Aside regular salaries, the Commission has *one of the best pension schemes* in the civil service. These are positive enabling factors that are not capitalized upon by paying shift allowances and overtime to staff who work late and other fringe benefits like snacks, tea, and coffee as need be. Some of the staff that I discussed with mentioned that a circular on allowances was circulated sometimes ago but no follow-up action on this yet.

An issue related to promotion, affecting certain top cadre staff of NPopC is *stagnation or a lack of upward progression* partly due to the structure of their department and the number of qualified personnel competing for few top positions. Departments affected by this challenge are Cartography, Census, Planning and Research, and Vital Registration where there are currently many senior deputy directors waiting to vie for directorship position (in their parent department) some of which dreams may not be realized. Some reasons for the uneven competition for the top position in some department compared to others are, (1) the pegging of the number of departments to eight by the civil service making it difficult to create new departments as the need arises, (2) the size of the affected departments attributable to the nature of the subject matter of the Commission requiring considerable number of personnel of the same cohort at entry points, and (3), the strict vertical progression of staff within their parent department with little room for upward progression that cuts across departmental boundaries. This challenge needs to be addressed in order to retain quality staff (with institutional memory) in the Commission for future projects.

Another challenge that dampens the moral of staff is transportation to and from work. Many staff at the headquarters live far away from the office in satellite towns where housing is less expensive. It is a challenge for these staff to get back home safely whenever they work late. Also, working materials like office files, note pad, stapler, photocopying paper, and office pins are not in regular supply. Other materials that are in short supply are desks, chairs, and other furniture at both headquarters and state offices. It was surprising to know that

some staff at headquarters had to bring in their own desks and chairs, and a Federal Commissioner reported buying his own office desk and chair. And the building and materials in most state offices are in general condition of disrepair needing renovation.

All available information on staff motivation at NPopC point to one main fact-- that simple things (i.e. small intangible things) have substantial effect in achieving the desired results of boosting moral. For example, staff mentioned that they were encouraged by the supply of detergents to staff at a reduced price in 1991. Another *simple moral booster* is the public advocacy materials like face caps, T-shirts, calendar and apron etc. that have eluded some at the headquarters since preparations for the census began. Simple things like these make staff feel left out of the action, which have consequences on their morale and motivation to work in general. These kinds of moral boosters need to be taken seriously especially in a census year when everyone is expected to contribute their best.

6.8 Management of the Data Processing Centers (DPCs)

Some of the challenges that the DPCs face are due to structural changes in management of these centers in the past. These structural changes are in terms of their autonomy. At the moment, it is difficult to understand the level of autonomy that the DPCs have vis-à-vis their relationship with the state offices within which they are located. It seems that they are directly responsible to the Information Technology Department (ITD) at the headquarters while at the same

time they are expected to be under some guidance and financial assistance from the state offices that they are located. This current arrangement leads to *ambiguity and confusion* on who is responsible (headquarters vs. state offices) for key activities and the daily smooth running of the center. It is simply logical to think that the state offices where the DPCs are located have other priorities like meeting the challenges that they face at the LGAs and other activities in the state than to channel scarce resources to a DPC that equally serves other states in the region.

This ambiguity in who is responsible is compounded by the fact that the heads of the DPCs have to be *responsible to two or more bosses* who may have divergent opinions on key issues. The consequence of this kind of arrangement is that *simple daily maintenance of the DPCs suffers*. For example, the following estimates are cost of maintaining constant power supply at the DPCs (for the two currently active ones) but this happens to be a big challenge that threatens the smooth operations of the centers daily.

- Lagos DPC: cost of diesel for three days-- 21 000 Naira
- Kano: cost of diesel for three days-- 18 750 Naira

The daily cost of maintaining regular power supply almost stalled the smooth retrieval of questionnaires for the trial-census in the Kano DPC.

The general perception of the staff of NPopC seems to be that the seven DPCs in the country are *established solely for data processing* and nothing else. This perception has affected the way DPC staff have been treated in the scheme of activities towards the census. For example, staff of the DPCs are generally left

out of key training for the headcount like the training of facilitators, supervisors and enumerators. Some key staff of these centers did not get an opportunity to review and contribute to the development of the questionnaires used for the trial-census whereas they now are responsible for the processing of the data collected. As of few weeks to the trial-census, some of the key DPCs staff did not know how the NPC01 and NPC07 look like.

The staff of the DPCs lacked basic materials to do their job. For example, office supplies such as printing papers, office pins, CDs and other computer accessories were not available at Kano DPCs even as of when questionnaires were being retrieved. Likewise, plans for special allowances for working over time, transportation, and other fringe benefits have not been made for staff of the two DPCs that are actively working on the trial-census data. NPopC need to review the management structure of the seven DPCs with the intent of ensuring that they run smoothly during the main census and thereafter.

6.9 Why NPopC is not System Dependent

While it is debatable whether NPopC has a system with ailing parts or whether it has only a semblance of a system or not a system at all, something is clear based on observations and experience at the Commission— NPopC is *not system dependent*. Below are some highlights on why the Commission needs to be system dependent for it to run smoothly and efficiently.

- “*Fire brigade*” approaches are applied to resolving most challenges that ought to have been carefully preempted and prevented or at best responded

to in good time. For example, last minute preparations were made for the training of supervisors and enumerators and this affected the quality of training. This fire brigade approach is gradually giving way to anticipated responses, thanks to the regular APC meetings and NPopC meetings with development partners.

- *Things are generally on hold* when key personnel responsible for certain activity are out of the office away on official assignment or for other reasons. For example, emails may not function for several days while the staff responsible for its operation is not around. Or action may be put on hold on certain issues while waiting for key officers responsible to show up in the office. These examples are few of the *little slippages in time management* that can add up to slow the progress of work in the Commission.
- *Quality checks lacking* in the day-to-day implementation of activities in the Commission. For example, the quality of enumeration areas demarcation (EAD) are not guaranteed nor poorly demarcated EAs detected based on checks incorporated in the demarcation exercise. The EAD database designed by Prof. Mathias Lemmens is an example of trying to institute in-built quality checks.

6. Conclusions and Recommendations

This report discusses management challenges encountered at NPopC highlighting key areas that need to be addressed to improve the implementation strategies of the census project at NPopC. The underlining approach employed

draws from the systems theory incorporating participatory approach in the quest for the information necessary to fine-tune the overall management capabilities of the Commission. The following are some of the key management challenges at NPopC and recommendation on how to resolve them. Most of the *recommendations are time-bound* needing implementation within the next one to two months of this year in order to have substantial positive effect on the census operations.

- The 2005 Population and Housing Census Strategy and Implementation Plan has been updated and transferred into MS project. The benefits and use of the MS version of the work plan such as, calculating estimated, pessimistic, and optimistic duration, critical path analysis, and continuous monitoring of the census project for efficiency will be achieved when more data is available on specific tasks in the plan. Data is needed on expected duration, constraints to the remaining phases of the census projects, and establishing relationships between tasks, and resources. A well-synchronized schedule of tasks based on established relationships should be used to guide and focus discussions during meetings. The synchronized schedule should be ready by the first week of November this year, and a functioning MS project version of the implementation plan (including adequate data for monitoring) should be in place latest by the third week of November, this year.
- The implementations of the activities for the census so far suggest that lessons learnt in the management of the past census (1991) have not been

used to improve on the current exercise. There are many staff in the current management with *institutional memory* on the last census. They should be called upon to discuss positive accomplishments of the last census and pitfalls. This will help to reduce the tendency to reinvent the wheel and help to build on the lessons of the past. Staff with institutional memory should be identified and incorporated into the APC and asked to present at the next and subsequent meetings of the APC.

- The overwhelming majority of the staff interviewed support the idea that the *Federal Commissioners should be cross-posted* to another state (outside their state of origin) in the country. This is agreed to be in the best interest of the Commissioners and the entire NPopC as a whole because it will reduce the political sensitivity that they currently face in their state of origin and provide more credibility for the census project. Cross-posting of Commissioners should be *done before the end of November this year* to give them time to settle in their respective new postings before the December break and end of year festivities.
- Most of the Commissioners do not seem to have adequate knowledge of the civil service rules and regulations to enable them carry along the teaming staff in their state. This situation can be improved with a workshop organized for them on the civil service rules and regulations and how these can be made operational in their various states. The workshop should be *timed to coincide with the cross-posting* exercise so that Commissioners are able to resume at

their new locations with additional management skills to relate with new technical team on a clean slate.

- Directors and their deputies at the headquarters and in all state offices need training in management and the civil service rules and regulations to enable them work effectively and efficiently. Another workshop should be organized for all Directors and their deputies and perhaps, including heads of departments at the state offices. This workshop should be organized as soon as possible, probably in the *first or second week of November* this year. And it should be geared towards increasing the knowledge of these key management staff in the management of census project using the systems approach, and to increase their knowledge in the civil service rules and regulations. Knowledge of the benefits of systems approach will increase collaborative capabilities of these key management personnel in the Commission.
- In order to increase the decision-making capabilities of Directors at the headquarters it is recommended that their quarterly financial allocation be increased to at least 200,000 Naira. And the spending of this should be monitored on a weekly basis by the finance and accounts department to ensure that the account is used solely for activities based on set financial guidelines and regulations. It will be ideal if this recommendation is implemented by January 2006 so that Directors are able to use the increase in financial resources to benefit preparations of the head count.

- There is the need to improve collaboration between the departments and among staff within departments. A weekly interdepartmental meeting is recommended at this stage of the census year to improve information sharing and to realign tasks and resources to enhance efficiency. The Action Plan Committee is already filling in some of these gaps in departmental collaboration. Likewise, there should be monthly departmental meetings to include all staff where everyone can voice their opinion and share ideas thereby improving the feeling of belonging and contributing to the implementation of the census project. In order to have the desired effects, the interdepartmental meeting and the monthly departmental meeting should start this month of October.
- Another aspect of departmental collaboration that needs to be improved is the discussion of components of the revised implementation plans with relevant department during the detailed work plan that is currently been produced. The sooner each department discusses each of the activities for the remaining part of the census with relevant department, the less time will be wasted at other levels of discussion (like the Action Plan Committee) and the more realistic each departmental work plan will be. Most important, early discussion of each activity with relevant department will eliminate lapses, and ensure a well-synchronized overall implementation plan for the remaining part of the census project. Discussion of components of the revised implementation plan should take a substantial part of interdepartmental meetings.

- Another level of collaboration is between the state office technical crew and the headquarters. Findings from interviews with some key personnel at the state offices suggest that they feel left out of the planning and decisions on the implementation of the census project. Ways to improve the situation involve (1) inviting all State Directors and key personnel to the headquarters to discuss key activities, tasks, and resources of the revised implementation plan when this is ready. In fact, a joint review and discussion of the revised implementation plan should be done before it is finalized and ready for implementation. This exercise will ensure that all key state personnel are carried along and it will ensure that constraints are comprehensive and are incorporated into the MS project version of the implementation plan and the development of critical paths necessary for monitoring. It will be ideal if the joint session of key headquarters and state offices staff is called by the first week of November during which the synchronization of all tasks for the main census is expected to be finalized.
- The staff of NPopC are currently not well distributed for optimal utilization across all offices in the country. Many senior staff are underutilized in the headquarters doing low-level officers' job while there is acute shortage of key technical staff in most of the state offices. In order to address the situation, it is necessary to post some of the senior staff at the headquarters to the states where they are most needed. And where necessary, post officers from a state where there are many qualified to others where there are no staff in the departments.

- Also, the staff in the dissolved Lagos liaison office should be distributed across state offices where there are acute shortages for these staff. The posting of these staff should make particular effort to ensure that all state offices have at least two finance and accounting staff one of which should be at least a level eight or level seven officer. In the posting of finance and accounting staff from the liaison office, preference should be given to Taraba, Delta, Plateau, Rivers, Borno, Adamawa, and Zamfara states where are few senior officers in the Vital Registration and Finance and Accounts departments. To enable equitable redistribution of staff at NPopC, the following are recommended:

- All State Directors should be experienced and skilled grade level 16 officers or at least very competent level 15 officers
- All heads of departments (HODs) in the state should be grade level 14 or 13 officers
- All comptrollers should be at least grade level 12 officers

The redistribution exercise should be *done before the end of November this year* to enable affected officers to settle in their respective new locations at least three months before actual head count begins. By the time the re-distribution and posting of staff is completed, the composition of key personnel (State Directors, and heads of departments) should reflect that of the headquarters and FCT in terms of the composition of staff by cadre, skills, experience, and state of origin.

- From the review of the nominal roll in Appendix IV, it is clear that there is acute shortage of staff in many state offices across the country. Some of the

states affected are; Taraba, Nasarawa, Borno, Cross Rivers, Bayelsa, Bauchi, Ebonyi, Delta, Ekiti, and Zamfara to name a few. Recruitment of key middle level personnel is recommended even if it is going to be short-term appointments pending when they can be assimilated into the Commission. Lack of prompt action in this respect will seriously compromise efficiency and the quality of the census exercise. The recruitment exercise should be completed latest by the end of January so that the new employees can participate in the training exercises that will be conducted for facilitators, supervisors and enumerators.

- Another aspect of human resource that needs to be addressed is *the quota system of promotion* currently adopted by the Commission. Some state officers who are senior (and in their own view) more experienced to be State Director complained of the demoralizing effect that this practice has on them, and more importantly the effect on the quality of work from the state in general. In order to increase the quality of work coming from the state, and to ensure a successful head count, the current system should be replaced with one based on a *combination of level of education, skills, experience, initiative, and handwork*.
- Also, the issue of stagnation of senior officers in some departments should be reviewed because this can dampen their morale and future prospects in the Commission. Senior deputy directors should be given the opportunity to vie for vacant positions in other departments where they may be qualified to do so. Prospects for movement across departments will benefit individual staff

and the Commission as a whole as this is likely to lead to increased interests in other department's activities, thus enriching and broadening staff knowledge, experience and capability.

- The census communication centers in most of the state offices are yet to take off. Urgent action is needed to make the centers functional at least three months before the head count. Functional means that the necessary materials such as computers, faxes, dedicated phone lines, and photocopier are in place (in dedicated rooms) and are able to receive messages. Functional also means that a competent and dedicated staff whose sole responsibility is the communication center (rather than combining with tasks of other departments) runs the center in each of the state offices. Efforts should be made to ensure that all state offices' communication centers are functioning by the end of November this year in order to have substantial positive impact on the census operations.
- Aside the census communication center, the feeling of non-involvement and lack of timely update of information by state offices need to be addressed. To this end, it is necessary to have a liaison officer per state resident at the headquarters. The liaison officer should be from levels 10 to 13 and should serve as conduit of technical information between directorate at the headquarters and technical team at the state offices. The liaison officers should be drawn from current available staff and should be someone who is versatile having experience and knowledge about most departments in the Commission. The officer should combine the liaison function with duties in

their parent department and should be appointed by this October.

Communications between the headquarters and state offices will be enhanced if Directors, State Directors and liaison officers are provided with a reasonable amount of phone cards every month to enable them make official calls without using their personal finances.

- The bottlenecks posed by the due process of procurements need to be overcome by the Commission. A viable solution is to adopt *selective tendering* which involves in-house critical evaluation of the list of contractors submitted for due processing. Those contractors who bid far below estimated price (based on in-house research by planning and research department in the Commission) should be dropped from the final list submitted for due processing to avoid a no-show situations experienced in the past or poor quality job in some cases. Another alternative is for the President to give permission that all submissions by NPopC to the due process be treated with *utmost urgency* throughout the period of the census exercise. NPopC should explore the good will expressed by the President in recent meetings to obtain the permission as soon as possible, ideally before the end of this month of October.
- The current accounting system at NPopC has many challenges that stall quick and easy processing of claims and requests. Suggestions to improving the situation are (1) the accounting system at NPopC should be *computerized as soon as possible* and most forms for daily accounting operations should have electronic versions. 2), training need to be organized for staff of the

department on the financial rules and regulations of the civil service including administrative procedures of receiving and dispatching files, processing request, auditing and quarries, to name a few. 3), the department should be provided with essential materials like box files, archives, chairs and desks. And most important, enough space to house the department to enable them produce their best. 4), staff of the department should be encouraged to feel that they are part of NPopC, by absolving all of them into the Commission, reviewing cases of overdue promotions with a view to rectifying the situation. Also, it is important to provide staff of the department with reasonable allowances that will *compensate for extra* time that they spend in the office outside official time. 5), the department should be provided with more than one vehicle for staff to take care of financial duties outside the office. In order to achieve the desired impact on the census operations, recommendations 1, 3, and 5 should be implemented before the end of November (because of their immediate impact), and 2 should be implemented by December this year while 4 should be one of the long term strategies of the Commission.

- There is the need to make the seven DPCs in the country more functional by removing the present ambiguity in the system of reporting and responsibilities. To this end, the seven DPCs in the country should be *fully and completely autonomous* responsible only to the IT department at the headquarters. The heads of the DPCs should report daily to the IT Director and deputies on the daily operations of the center. And the DPCs' finances should come directly from the Director General through the IT Director. In

addition, the staff of the DPCs should be provided with special allowances (similar to those for EA demarcators) throughout the data processing periods. They have been promised overall, and cardigan to weather cold in the computer rooms, this should be provided to them. Likewise, transportation such as vehicles and motorcycles as the case may be to move back and forth during shifts and at late hours. Other fringe benefits like snacks, tea, and coffee should be made available to the staff in order to ensure that they put in their best to delivering data capture and tabulations in a timely fashion. These recommendations should be implemented immediately in Lagos and Kano DPCs in order to ensure that staff there are functioning in full capacities and are giving their best to the trial-census data processing. The recommendations should be implemented in the remaining five DPCs latest by January 2006.

- The enabling environment for work is an important area that needs urgent attention from the management. It is important to take action on the payment of overtime and allowances to staff who work extra hours, it is also important to address the issue of transportation, and other fringe benefits. A committee with representatives from all the departments should be set up this month of October and mandated to look into the welfare of staff during this census period and ensure that the needs of staff are adequately satisfied. This committee should draw from the *institutional memory* of what worked during the 1991 census year since staff seemed to be more mobilized then than now.

- Office space is an enabling environment that is a big challenge in the headquarters and many state offices. There is need to provide adequate space for each department in order to get the best from staff. And offices need to be well quipped with furniture, functional intercom, phones, computers and other necessary materials. Because of it's immediately necessity, the repair of intercom and phone lines in the headquarters and installation in offices that have none should be carried out this month of October. This will set a good example of functional communication system for state offices personnel to emulate when they visit the headquarters. Also, it will reduce valuable time wasted moving up and down the stairways trying to have simple discussion with a colleague in another room who may not be on seat. The challenge of space and other office equipment should be resolved at least two months to the head count for these to have beneficial effects.
- Another enabling environment that needs to be addressed is transportation of staff to and from their respective abode especially buses at the headquarters for those who work late supplemented by motorcycles and bicycles as need be. At least two buses should be provided at the headquarters, by November this year, to transport staff to and from their homes this census period. The transportation needs of each state offices should be evaluated and addressed at the same time as that of the headquarters to ensure maximum output from staff across the country at least three months before the head count.
- Still on enabling environment are the relationships between senior management and other staff. Management should make extra effort to

interact with other staff in their department by providing timely information on the happenings in the Commission. They should take *genuine interests* in staff welfare by *making periodic visits* to their subordinate's offices to see how they are faring on the job and the conditions under which they work (especially those located outside the main building at the headquarters).

- There is the need to have a project management adviser to work closely with the census manager and other key management staff to ensure full use and benefits of the MS project software in the management of the census project. The management adviser should provide daily guidance on other management challenges at NPopC and participate in designing and supervising key activities in the implementation of the census project. The management adviser should be an expert in managing projects and should be appointed on a short-term or a long-term of not less than six months in order to carry out his/her responsibilities on a continuous basis throughout the census period. In order to get up to speed in good time and have at least four months before the head count to contribute to the operations, it will be ideal to have the management adviser on ground by the first week of November this year.
- In terms of long term planning after the census exercise, government should consider reducing the size of members of the Commission from 38 to 7, that is, one per zone plus the chairman. Most of the staff interviewed recommended a reduction in the number of Commissioners to make the management structure and decision making process less cumbersome, but

this suggestion will not be *politically expedient* at this stage of the census exercise.

- Also on a long term is the need for other senior officers not in the management cadre to be trained on management and civil service rules and regulations. There is the need to beef up their management capability through short-term training in these areas. Training should be strategic giving preference to *upcoming young energetic* senior managers who may not be retiring in the next five to ten years in order for them to make use of their training and to build up *institutional experience* for the next census

7. References

1. United Nations, 2001. Handbook on Census Management for Population and Housing Censuses.
2. Teresa Stover, 2003. Microsoft Office Project 2003 Inside Out. Microsoft Press, Redmond, Washington, United States.

Appendix I

List of Persons Met/Discussed with

National Population Commission (NPopC)

Headquarters, Abuja

Management Staff

Chief S. D. Makama, (Ubandoman Pyem) Chairman
Dr. A. Akinsanya, Director General
Chief Osamwonyi Osagie, Director (Census)
Inuwa Balla, Director (ITD)
Dr. W. D. C. Wokoma, Director (Carto.)
Mr. Wetkos Mutahir, Director (PRD)
Alhaji Yunusa Baba Mohammed, Director (A&S)
Hadjia Fati Kadiri, Director (PAD)
Mrs. Festa Nwugochi Ogbuji, Director (VRD)
Dr. I.J. Suleiman, Deputy Director, Census Manager
Alhaji H. Pai, Deputy Director (Census)
Mr. C. C. Uchendu, Deputy Director (Carto.)
Pastor Adebola Aminu, Deputy Director (ITD)
Mr. Nnamdi Donatus Onwughalu, Deputy Director (ITD)
Mrs. Winifred Ekanem Oyo-lta, Assistant Director (F&A)

Senior Staff

Mr. C. Arukwe, Chief Statistician (Census)
Mr. J. Atula, Chief Programmer (ITD)
Miss S. Obua, Senior Statistician (Census)
I. O. Ojukwu (A&S)
I. M. Onuorah (P&R)
P. Ubaka (PAD)
S. O. Achi (V&R)
L. Ezeala (A&S)
H. I. O. Eziokwu (A&S)
E. Obua (Census)
N. Emmanuel (Carto.)
N. Obi (P&R)
L. Olorude (PAD)
H. Amakwe (ITD)
S. Mohammed (F&A)
A. D. Bulus (F&A)
N. W. Ederi (V&R)
A. J. Okoisor (ITD)
C. Orji (A&S)
A. T. Abrahams (Mrs.) (Carto.)

M. Ogidi (Census)

Junior Staff

C. Tobi (Census)
K. Ewas (A&S)
B. Ibrahim (ITD)
G. Nwobodo (Census)
R. E. Ogah (P&R)
S. Lanre (A&S)
T. Mohammed (V&R)
A. A. Ibrahim (PAD)
E. Ukaegbu (V&R)
S. Evelin (ITD)
A. Sule (F&A)
J. Okoro (Carto.)
T. A. Ochai (F&A)

International Technical Advisers

Mr. J.K. Banthia, Chief Technical Adviser
Lucy Kwendo, EU Advocacy Adviser
Mohammed Youssef, EU IT Adviser
Prof. Mathias Lemmens, EU GIS Adviser
Ben Essien, EU OMR/OCR Adviser

Akwa Ibom State

Dr. U. I. Asibong-Ibe, Federal Commissioner

Benue State

A.D. Okpadobu, State Director

Ebonyi State

Mr. F. J. Nwachukwu, Federal Commissioner
Mr. Godwin E. Uzoho, State Director

Enugu State

Chief M.O. Anih, (JP) Federal Commissioner
Mr. Eche Anieboham, State Director

Gombe State

Adam M. Abbas, State Director

Oyo State

Chief M. A. Fadipe, State Director

Katsina State

Alhaji Iro Abashe, Federal Commissioner
Alhaji Muh'd B. Abubakar, State Director

Kano State

Alhaji B. A. Wudil, Federal Commissioner
Alhaji Sani Haruna, State Director

DPC, Kano

Alhaji Balarabe N. Mustapha, Head of Department
Ishaq Lawal, Principal Programmer

Appendix II

Trial Census 2005: Combined Short-Term Tasks According to Dates, Duration & Status							
No	Task	Resp. Dept	Dates/Deadline	Expected Duration	Estimated Duration	Task Dependency (predecessors)	Status
1	National trainers workshop on trial census organization & training procedures	Census	7th - 10th, July	4 days	4 days		Finished
2	State directors briefing on revised workplan & census methodology	Census	12th - 14th, July	3 days	3 days		Finished
3*	Random selection of 5% of completed SAs in conjunction with census dept.	Carto/Census	16th - 22nd, July	7 days	8.17 days		Finished
4	Sorting & checking of the selected SAs/EAs maps in the states	Carto	17th July - 2nd Aug.	17 days	18.17 days	No 3	In progress
5	Printing of materials & production of jingles finalized	PAD	20th July - 15th, Aug.	26 days	27.17 days		
6	Recruitment & documentation of all classes of functionaries	Census	22nd July	?			Finished
7*	Arrival of questionnaire for training (1st proof)	Census	25th - 30th, July	6 days	7.17 days		Finished
8	Capture EA frame in digital form	Carto	25th July - 10th, Aug.	17 days	18.5 days	No 4	On schedule
9*	Provide effective & functional communication systems (communication centers at HQ & all states established-- including landline, fax, & Internet)	A&S	25th July - 20th, Aug.	26 days	27.67 days		In progress, requires close monitoring
10	Establishment of hotlines & GSM facilities	PAD	25th July - 25th, Aug.	32 days	33.83 days	No 9	In progress, requires close monitoring
11	Fine-tune logistics plans for enumeration	Census	28th July - 10, Aug	12 days	13.17 days	Nos. 3 & 9	On schedule
12	Lagos & Kano DPCs ready for trial census	IT	30th, July	?			Finished
13	Finalize & print functionaries training materials	Census	30th, July	?			Finished
14	Finalize trial census questionnaire	Census	30th, July - 5th, Aug.	7 days	8.17 days		In progress
15	Selection of operator & manual coders/editors	Census/IT	1st Aug.	?			On schedule
16	Distribution of training materials to the states	Census/P&R	1st - 5th, Aug.	5 days	6.33 days	No 9	On schedule
17*	Finalize custom clearance (form M) for the importation of questionnaires & scanners	P&R	1st - 10th, Aug.	10 days	11.17 days		Requires close monitoring (need top management intervention)
18*	Obtain special presidential waiver on due process	P&R	1st - 12th, Aug.	12 days	13.17 days		Requires close monitoring (need top management intervention)
19	Retraining of State GPS operators in the headquarters	Carto	3rd - 4th Aug.	2 days	2 days		On schedule
20	Scanning and fairdrawing of EAs, screen digitising of image EA map boundary and making of EA templates	Carto	3rd - 20th, Aug.	18 days	19.5 days	No 4	On schedule

21	Receipt of selected EAs by IT	Carto/Census	5th, Aug.	1 day	1 day	No 4	On schedule
22	Reproduction of SA/EA maps for distribution to the states	Carto	5th - 20th, Aug.	16 days	17.67 days	No 20	On schedule
23	Arrangements made for fueling & maintenance of all vehicles, boats, motorcycles, etc	A&S/P&R	5th - 18th, Aug.	14 days	15.17 days	No 9 & 18	On schedule
24	Facilitators training in 10 centers nationwide	Census	8th - 12th, Aug.	5 days	5 days	No 13	On schedule
25	GPS operations in trial census LGAs for selected SAs	Carto	8th - 17th, Aug.	10 days	11.17 days	Nos 19 & 20	
26*	Delivery of printed questionnaires to state offices	DRS/IT	10th - 18th, Aug.	11 days	12 days		Requires close monitoring
27*	Finalize distribution & retrieval master plan for all materials to the state offices, LGAs and EAs	P&R, Carto, Census, PAD, A&S	12th, Aug.	1 day	1 day	No 3	On schedule
28	Prepare & distribute questionnaire on the effective use of different types of EA maps & produce 12,000 copies	Carto	12th - 19th, Aug.	8 days	9.17 days		
29	Interpersonal communication (at rallies, motor parks, market square, & on the streets)	PAD	12th Aug. - 2nd Sept.	22 days	23.5 days	Nos 5 & 18	On schedule
30	Road safety training for drivers	A&S/P&R	15th-16th, Aug.	2 days	2 days		
31	Training of operators (OMR/OCR)	IT	15th - 17th, Aug.	3 days	3 days		On schedule
32	Secure & rehabilitate storage space for trial census materials at the states & LGAs	P&R	15th - 17th, Aug.	3 days	3.83 days	No 18	On schedule
33	Distribution of publicity materials to the state offices, & selected LGAs, & EAs	PAD/P&R	15th - 20th Aug	6 days	6.83 days	No 27	On schedule
34	Supervisors/Enumerators training in each State/LGA (including interpersonal communication skills)	Census/PAD	15 - 26th Aug.	8 days (training spread over the period)	8 days	No 24	On schedule
35	Field co-ordinators training	Census	15th - 20th, Aug.	6 days	6 days	No 24	On schedule
36	Media campaign on the TV, radio, and newspapers intensified in the states in selected LGAs, and SAs	PAD	15th Aug. - Sept. 2nd	19 days	20.5 days	Nos 3, 5, 18	On schedule
37	All procured/hired vehicles, boats, motorcycles, aeroplanes-helicopters arrives at the state offices	P&R	20th - 24th, Aug.	5 days	5.83 days	No 18	On schedule
38	Ensure that first Aid Kits & drugs in the states & LGAs are sufficient & up-to-date	P&R	20th, Aug.	1 day	1.5 days		On schedule
39*	All trial census materials arrive at the state offices	P&R	20th - 21st, Aug.	2 days	2.83 days	Nos 9, 23, 25, 26, 27, & 37	On schedule
40	Locate GPS points on satellite imagery after retrieval	Carto	20th - 31st, Aug.	12 days	13.17 days	No 25	On schedule
41	All trial census materials arrive at EAs	P&R	22nd, Aug.	1 day	2 days	No 39	On schedule
42	External monitoring teams	Dev. Partners	25 Aug. - 10th Sept.	16 days	16 days		Suggestion for early arrival by 10th Aug.
43	Chairman's press conference	PAD	26th, Aug.	1 day	1 day		On schedule
44	Internal monitoring teams (duties include supervision of & retrieval of completed questionnaires, EA maps & other materials to HQ)	NPopC HQ Staff	27 Aug. - 6th, Sept.	11 days	12 days		
45	House numbering and household listing	Census	27th - 28th, Aug.	2 days	2.5 days	Nos 3 & 34	

46*	Trial census conducted in selected LGAs, SAs, & EAs	Census	29th Aug. - 2nd Sept.	5 days	5 days	Nos 39, 44, & 45	
47	Delivery & installation of scanners	KGL/IT	30th Aug. - 3rd, Sept	4 days	4.83 days	No 17	
48	Payment of GPS operators	NPopC HQ	31st, Aug.	1 day	1 day	No 25	
49	Checking in census questionnaire/accessories at Lagos & Kano DPCs using control forms	IT	3rd, Sept.	1 day	1 day		
50	Retrieval of forms and materials from LGAs to State Offices (including questionnaires, EA maps, etc)	Census/P & R	3th - 8th, Sept.	3 days	3.83 days	Nos 9, 27, & 44	
51	Training of archivists	IT	4th - 5th, Sept.	2 days	2 days		
52	Training of programmers/machine editors	IT	5th - 7th, Sept.	3 days	3 days		
53	Payment of enumerators/supervisors	UNDP/Census	5th, Sept.	1 day	2 days	Nos 6 & 46	
54	NPC01 forms/accessories archived	IT	6th - 9th, Sept.	4 days	4.83 days	No 51	
55	Arrival of completed forms at Lagos and Kano DPCs	Census, P & R	6th - 9th, Sept.	4 days	4.67 days	No 44 & 50	
56	Data processing	IT	6th - 30th, Sept.	25 days	26 days	Nos 31, 47, & 52	
57	Manual editing and coding	Census	7th - 30th, Sept.	24 days	25 days		
58*	Administrative report	Census	7th - 20th, Sept.	14 days	15.17 days		
59	Analyze questionnaires for effective use of different types of EAs	Carto	8th - 20th, Sept.	13 days	14.17 days	No 50	
60	Back-up data in ASCII files	IT	15th Sept. - 8th Oct.	24 days	25.17 days	Nos 56 & 57	
61	Data files to NPopC headquarters	IT	15th Sept. - 8th Oct.	24 days	25.50 days	No 60	
62	Compare number of buildings in EAs with that on satellite imagery to detect possible fraud	Carto	20th - 30th, Sept.	11 days	12.5 days	Nos 45 & 50	
63	Data tabulation & Final tables	IT	1st - 15th, Oct.	15 days	16.17 days	No 61	
64*	Technical analysis and report	Census	12 - 31st, Oct.	20 days	21.67 days	No 63	

Note: * = milestone tasks, Estimated duration were calculated using three parameters, optimistic, expected, and pessimistic durations (weights = 1, 2, & 3, respectively)

Appendix III

NPopC Census Project: Systems Approach

Components of the census agency:

1. Cartography department (CD)..... C_e
2. Census department (Carto)..... C_a
3. Information technology department (ITD)..... I_t
4. Finance and accounts (FAD)..... F_a
5. Administration & Supplies department (ASD)..... A_s
6. Public Affairs department (PAD)..... P_a
7. Planning & Research department (P & R)..... P_r
8. Vital Registration (VRD)..... V_r

In an ideal situation, all these departments should be working together in a synergistic fashion with component parts each *complementing and reinforcing* each other in a team spirited environment. Vital registration (V_r) is not represented in the equations below although it is expected that most of their staff will be deployed during the operations phase of the main census.

$$C_C = C_1 + C_2 + C_3 + C_4 + C_5 + C_6 + C_7 \dots \dots \dots 1$$

And C_C = a census project executed using systems approach

Thus,

$$C_1 = \alpha_1 + C_{e1} [T_{11} + T_{12} + \dots + T_{1(n-1)} + T_{1n}] + C_{e2} [HR_{11} + HR_{12} + \dots + HR_{1(n-1)} + HR_{1n}] \\ + C_{e3} [MR_{11} + MR_{12} + \dots + MR_{1(n-1)} + MR_{1n}] + \theta_1$$

$$C_2 = \alpha_2 + C_{a1} [T_{21} + T_{22} + \dots + T_{2(n-1)} + T_{2n}] + C_{a2} [HR_{21} + HR_{22} + \dots + HR_{2(n-1)} + HR_{2n}] \\ + C_{a3} [MR_{21} + MR_{22} + \dots + MR_{2(n-1)} + MR_{2n}] + \theta_2$$

$$C_3 = \alpha_3 + I_{t1} [T_{31} + T_{32} + \dots + T_{3(n-1)} + T_{3n}] + I_{t2} [HR_{31} + HR_{32} + \dots + HR_{3(n-1)} + HR_{3n}] \\ + I_{t3} [MR_{31} + MR_{32} + \dots + MR_{3(n-1)} + MR_{3n}] + \theta_3$$

$$C_4 = \alpha_4 + F_{a1} [T_{41} + T_{42} + \dots + T_{4(n-1)} + T_{4n}] + F_{a2} [HR_{41} + HR_{42} + \dots + HR_{4(n-1)} + HR_{4n}] \\ + F_{a4} [MR_{41} + MR_{42} + \dots + MR_{4(n-1)} + MR_{4n}] + \theta_4$$

$$C_5 = \alpha_5 + A_{s1} [T_{51} + T_{52} + \dots + T_{5(n-1)} + T_{5n}] + A_{s2} [HR_{51} + HR_{52} + \dots + HR_{5(n-1)} + HR_{5n}] + A_{s3} [MR_{51} + MR_{52} + \dots + MR_{5(n-1)} + MR_{5n}] + \theta_5$$

$$C_6 = \alpha_6 + P_{a1} [T_{61} + T_{62} + \dots + T_{6(n-1)} + T_{6n}] + P_{a2} [HR_{61} + HR_{62} + \dots + HR_{6(n-1)} + HR_{6n}] + P_{a3} [MR_{61} + MR_{62} + \dots + MR_{6(n-1)} + MR_{6n}] + \theta_6$$

$$C_7 = \alpha_7 + P_{r1} [T_{71} + T_{72} + \dots + T_{7(n-1)} + T_{7n}] + P_{r2} [HR_{71} + HR_{72} + \dots + HR_{7(n-1)} + HR_{7n}] + P_{r3} [MR_{71} + MR_{72} + \dots + MR_{7(n-1)} + MR_{7n}] + \theta_7$$

C_1 to C_7 are the *contributions of each department* to the success of the whole census project

α_1 to α_2 are *constants* in the equation

θ_1 to θ_7 are error terms representing *unknown risk or enabling* factors

C_{e1} to C_{e3} , C_{a1} to C_{a3} , I_{t1} to I_{t3} , F_{a1} to F_{a3} , A_{s1} to A_{s3} , P_{a1} to P_{a3} , and P_{r1} to P_{r3} are attributes akin to each of the departments in the performance of their job

T_{11} to T_{7n} , are various *kinds of tasks* executed by each of the departments in a census project

HR_{11} to HR_{7n} are *human resources* employed by the departments

And MR_{11} to MR_{7n} are *material resources* available to each of the departments

Appendix IV

National Population Commission (NPopC) Nominal Roll (as of June, 2005)								
NPopC HEADQUARTERS, ABUJA								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census	5	5	4	5	4	13	3	39
cartography	4	4	7	4	5	11	1	36
plan & research	4	3	5	1	2	7		22
admin. & supply	5	2	4	16	12	74	126	239
public advocacy	1	1	4	8		10	1	25
information tech	2		4	2	1	11	3	23
vital registration	3		4	2		6	2	17
finance & account		2		3	1	1	20	27
total	24	17	32	41	25	133	156	428

KANO STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			3	4	6	4	13	30
cartography		3		2	4	5	11	25
plan & research			2					2
admin. & supply		4				11	133	148
public advocacy		4	6	1	2	1	2	16
information tech			1			4	23	28
vital registration			3			2	41	46
finance & account						1	7	8
total	0	11	15	7	12	28	230	303

F C T OFFICE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census						5		5
cartography			2	1	1	5	2	11
plan & research			1			5		6
admin. & supply				1		10	32	43
public advocacy		1		1		6	3	11
information tech						1		1
vital registration					1	4	71	76
finance & account						2	5	7
total	0	1	3	3	2	38	113	160

AKWAIBOM STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			3	2	3	7	6	21
cartography		1	1	1	2	2	3	10
plan & research			2					2
admin. & supply		2			1	6	106	112
public advocacy					1			1
information tech								0
vital registration		1	1			2	55	59
finance & account						3	1	4
total	0	4	7	3	7	20	171	209

LIAISON OFFICE, LAGOS								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ tech 12	other tech 10-8	other support 1-7	total
census				4	4	9	8	25
cartography		1	1	5	20	29	17	73
plan & research			1	3	1	5	1	11
admin. & supply		2	2	3	7	51	174	239
public advocacy			1	1	3	5		10
information tech		1	1	1	9	60	33	105
vital registration				1		6	4	11
finance & account			1	2		21	10	34
total	0	4	7	20	44	186	247	508

LAGOS STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ tech 12	other tech 10-8	other support 1-7	total
census	1	1	1	9	6	6	3	27
cartography					5	11	4	20
plan & research						1		1
admin. & supply				1	2	15	59	77
public advocacy				1	1	1	4	7
information tech							1	1
vital registration					2	23	75	100
finance & account						8	13	21
total	1	1	1	11	16	65	159	254

TARABA STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census		2				1	2	5
cartography		1		2			2	5
plan & research								0
admin. & supply							39	39
public advocacy				1				1
information tech								0
vital registration							18	18
finance & account							2	2
total	0	3	0	3	0	1	63	70

NASARAWA STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ tech 12	other tech 10-8	other support 1-7	total
census		1	1		2	1	3	8
cartography				1	1	1	1	4
plan & research								0
admin. & supply				1		2	31	34
public advocacy		1						1
information tech								0
vital registration							9	9
finance & account						1	1	2
total	0	2	1	2	3	5	45	58

CROSS RIVER STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			2			1	6	9
cartography			1	1	1	1	11	15
plan & research								0
admin. & supply						4	74	78
public advocacy			1					1
information tech						1		1
vital registration							24	24
finance & account						1	1	2
total	0	0	4	1	1	8	116	130

BAUCHI STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 8-10	other support 1-7	total
census				1			3	4
cartography	1		2	1		3	4	11
plan & research								0
admin. & supply						1	60	61
public advocacy			2				1	3
information tech								
vital registration		1					15	16
finance & account							5	5
total	1	1	4	2	0	4	88	100

BAYELSA STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census					2	2	4	8
cartography		1				1	13	15
plan & research			1					1
admin. & supply				1		1	15	17
public advocacy						1		1
information tech							1	1
vital registration							12	12
finance & account						1	2	3
total	0	1	1	1	2	6	47	58

BENUE STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			1			5	11	17
cartography		1	2		2	4	9	18
plan & research								0
admin. & supply						4	71	75
public advocacy		1	1					2
information tech								0
vital registration		1	1			1	17	20
finance & account						1	1	2
total	0	3	5	0	2	15	109	134

BORNO STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census				2			7	9
cartography				3	1	2	3	9
plan & research								0
admin. & supply						3	57	60
public advocacy							3	3
information tech								0
vital registration		1				1	19	21
finance & account							6	6
total	0	1	0	5	1	6	95	108

DELTA STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census		1	2			3	8	14
cartography				1	1	3	5	10
plan & research						6	57	63
admin. & supply				1		3	1	5
public advocacy					2		3	5
information tech						1	31	32
vital registration	1					2	2	5
finance & account								
total	1	1	2	2	3	18	107	134

EBONYI STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census	1		1			1	4	7
cartography			1		1		3	5
plan & research								0
admin. & supply			1			2	44	47
public advocacy						1		1
information tech								0
vital registration							12	12
finance & account						2	1	3
total	1	0	3	0	1	6	64	75

EDO STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ tech 12	other tech 10-8	other support 1-7	total
census	1	1	1		3	1	7	14
cartography		2	2	1		8	3	16
plan & research		1		1		7	6	15
admin. & supply			1				81	82
public advocacy							2	2
information tech						2		2
vital registration					1	3	7	11
finance & account							5	5
total	1	4	4	2	4	21	111	147

EKITI STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census				2		11	1	14
cartography					1	4		5
plan & research								0
admin. & supply					1	2	44	47
public advocacy		1	3	1			5	10
information tech								0
vital registration		1	1			2	17	21
finance & account						1	4	5
total	0	2	4	3	2	20	71	102

ENUGU STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census		1	3	7	3	3	12	29
cartography	1	1	2		2	5	11	22
plan & research				1				1
admin. & supply			2		2	10	115	129
public advocacy			1		1	1		3
information tech	1		1	1	2	10	22	37
vital registration						3	26	29
finance & account						1	7	8
total	2	2	9	9	10	33	193	258

GOMBE STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			1	1		1	3	6
cartography		1			1			2
plan & research								0
admin. & supply		1					39	40
public advocacy								0
information tech								0
vital registration							17	17
finance & account							3	3
total	0	2	1	1	1	1	62	68

IMO STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			2	3	2	5	10	22
cartography			5	2	1	1	6	15
plan & research								0
admin. & supply					1	5	129	135
public advocacy			1			1		2
information tech						1		1
vital registration						2	47	49
finance & account							5	5
total	0	0	8	5	4	15	197	229

JIGAWA STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ tech 12	other tech 10-8	other support 1-7	total
census			1	1	1	31	5	39
cartography		1		1	1			3
plan & research						1		1
admin. & supply	1				1		50	52
public advocacy			2				1	3
information tech							1	1
vital registration					1		36	37
finance & account							1	1
total	1	1	3	2	4	32	94	137

KADUNA STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			2		3	1	9	15
cartography		3	1	1	6	4	8	23
plan & research								0
admin. & supply			1	1		9	59	70
public advocacy		1	3	2	1	5		12
information tech						3	34	37
vital registration				1			17	18
finance & account							4	4
total	0	4	7	5	10	22	131	179

KATSINA STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census		1	1	1	1	2	5	11
cartography		1	1		1		7	10
plan & research			1	1				2
admin. & supply			1			2	79	82
public advocacy					1			1
information tech								0
vital registration						2	7	9
finance & account							2	2
total	0	2	4	2	3	6	100	117

KEBBI STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			1			2	1	4
cartography	1			1	3	2	17	24
plan & research								0
admin. & supply						1	51	52
public advocacy			2		1		3	6
information tech							1	1
vital registration							9	9
finance & account						2	4	6
total	1	0	3	1	4	7	86	102

KOGI STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census		1	3	2		2	3	11
cartography			1	1	2	3	4	11
plan & research			1			1		2
admin. & supply		1	1	1		11	70	84
public advocacy	1					2		3
information tech								0
vital registration							5	5
finance & account				1		1	10	12
total	1	2	6	5	2	20	92	128

KWARA STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census		1	1	2	1	6		11
cartography			2		4	5	10	21
plan & research								0
admin. & supply			1	1		12	52	66
public advocacy		1	1		1	1		4
information tech								0
vital registration		1	1			5	12	19
finance & account						2	5	7
total	0	3	6	3	6	31	79	128

NIGER STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census		2	1	1	3	5	16	28
cartography		2	1	1	2	5	11	22
plan & research								0
admin. & supply						4	55	59
public advocacy	1		2		1	1	1	6
information tech								0
vital registration					1	1	16	18
finance & account							3	3
total	1	4	4	2	7	16	102	136

SOKOTO STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census		1	1	1		1	7	11
cartography				1	2	4	10	17
plan & research								0
admin. & supply					1		48	49
public advocacy			1					1
information tech								0
vital registration							6	6
finance & account						1	4	5
total	0	1	2	2	3	6	75	89

YOBE STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			2				4	6
cartography		1		2	3		2	8
plan & research								0
admin. & supply						1	39	40
public advocacy							1	1
information tech								0
vital registration	1	1					13	15
finance & account							2	2
total	1	2	2	2	3	1	61	72

ZAMFARA STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			1	1		1		3
cartography		2	1			1	2	6
plan & research								0
admin. & supply							22	22
public advocacy			1					1
information tech								0
vital registration							8	8
finance & account							1	1
total	0	2	3	1	0	2	33	41

OGUN STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			1	2	4	7	11	25
cartography			2	1		5	2	10
plan & research	1		2			1		4
admin. & supply					1	4	64	69
public advocacy		1	1			1	1	4
information tech						11		11
vital registration						4	21	25
finance & account							7	7
total	1	1	6	3	5	33	106	155

ONDO STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			2	2	3	4	5	16
cartography		1	1	1	4	3	6	16
plan & research						1		1
admin. & supply			1			3	43	47
public advocacy		1	1				5	7
information tech							1	1
vital registration						1	10	11
finance & account					1	1	2	4
total	0	2	5	3	8	13	72	103

OSUN STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census		2	1	7	4	7	8	29
cartography	1	3	2	3	4	3	3	19
plan & research		1						1
admin. & supply		1				8	88	97
public advocacy		1		1		2	1	5
information tech								0
vital registration			3			3	14	20
finance & account						4	4	8
total	1	8	6	11	8	27	118	179

OYO STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census		1		6	2	16	13	38
cartography		2	2	1	7	15	8	35
plan & research						1		1
admin. & supply		3	1	2		14	112	132
public advocacy			3		1	1		5
information tech				2	4	18	28	52
vital registration			1	1	1	5	31	39
finance & account						7	6	13
total	0	6	7	12	15	77	198	315

PLATEAU STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census					3	5	4	12
cartography		1				6	5	12
plan & research						1		1
admin. & supply						7	66	73
public advocacy			1			1	2	4
information tech							2	2
vital registration						3	17	20
finance & account								
total	0	1	1	0	3	23	96	124

RIVERS STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census		1		1	3	2	6	13
cartography		3	1	1	4	2	17	28
plan & research			1					1
admin. & supply				1		5	80	86
public advocacy					1	1	4	6
information tech			1		2	8	38	49
vital registration							17	17
finance & account								
total	0	4	3	3	10	18	162	200

ABIA STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census			1	1	3	5	6	16
cartography			2			1		3
plan & research								0
admin. & supply				1		8	55	64
public advocacy			2				1	3
information tech						1	2	3
vital registration						4	17	21
finance & account							1	1
total	0	0	5	2	3	19	82	111

ADAMAWA STATE								
departments	deputy director 16	asst. director 15	chief 14	asst. chief 13	principal/ senior 12	other tech 10-8	other support 1-7	total
census					1		7	8
cartography			1	1	3	6	9	20
plan & research			1					1
admin. & supply					1	2	75	78
public advocacy								0
information tech					1	5	25	31
vital registration							16	16
finance & account								
total	0	0	2	1	6	13	132	154