

NIGERIA GOVERNORS' FORUM



# Minimum Wage Challenges to State Government

Welfare Policy Research

2011

1, DENG XIAOPING STREET, OPP. IMPERIAL HOUSE, OFF AIT JUNCTION, ASOKORO  
EXTENSION, ABUJA



## Background

In the last 51 years of Nigeria's existence and particularly since the advent of democracy in 1999, the country has been faced with the challenge of building institutions and new cultures for democratic governance and sustainance. Also, Owing to the need to entrench constitutional democracy as well as broaden citizens' participation in governance, fresh initiatives have been introduced and new institutions created, one of which is the Nigeria Governors' Forum (NGF).

Formed in April 1999 with the vision of engendering "an effective, proactive, inclusive, non-partisan forum which actively fosters, promotes and sustains democratic values, good governance and sustainable development in Nigeria", its mission is "to provide a platform for collaboration amongst the Executive Governors on matters of public policy; to promote good governance, sharing of good practice and enhance cooperation at state level and with other arms of government and society."

In order to achieve its vision and mission, the NGF is founded on six strategic objectives namely:

1. To provide a forum for governors to discuss issues of mutual interest/national and state concern, share experiences, techniques and good practices and where appropriate reach a consensus; and to present the NGF and Governors standpoint and views in discussions with Federal and other institutions/organizations both national and international;
2. To act as a link between state governors and governmental and non-governmental institutions on matters affecting governance and service delivery;
3. To provide a vehicle for States to work together in areas of joint or mutual interest and support the development and implementation of coordinated solutions;
4. To play significant and influential role in dispute resolution at national, state and local governments levels;
5. To develop and implement a system of peer review at State level in order to encourage efficient and effective service delivery, improved governance and enhanced development performance;
6. To develop and efficient and effective NGF Secretariat that is able to manage the day to day affairs of the NGF and provide specific technical support in a range of areas, including:



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- ❖ Supporting governors and their staff to develop their governance and management skills;
- ❖ Developing and implementing an effective two-way communications strategy that ensures that all stakeholders are aware of the role of the NGF and the contribution it is making to national development and good governance, thereby enhancing the image of the forum at all levels;
- ❖ Identifying, researching, collating and analyzing data on key public policy issues and producing reports for consideration by the NGF and others including, if appropriate, publication;
- ❖ Providing a vehicle for debate and dissemination of ideas and proposals on key public policy issues.

With matters of labour relations placed under the Exclusive Legislative List in Part I of the Second Schedule of the 1999 Constitution, jurisdiction of State governments to develop policy initiatives is constrained. Specifically, item 34 of the exclusive legislative list defines labour to include trade unions, industrial relations; conditions, safety and welfare of labour; industrial disputes; prescribing a national minimum wage for the Federation or any part thereof; and industrial arbitrations.

Over the past twelve years, this particular provision in the constitution has resulted in national strikes owing in large part to Federal Government policies and initiatives emboldened by the powers derived from the said constitutional provision. Some of these initiatives include the Federal Government policy on deregulation of the downstream oil industry, monetization of benefits in the federal service, new minimum wage and general review of salaries of workers in public service

In spite of the attendant consequences of these policies which have resulted in disputes and conflict situations between State governments and trade unions, resolutions have also created additional financial burden to State governments. In fulfilling its objective of discussing "issues of mutual interest/national and state concern, share experiences, techniques and good practice", the NGF is confronted with the challenge of supporting State governments in developing a clear national framework of strengthening the capacity of State governments to engage labour relations. A broad programme of engagement between State governors and governmental and non-governmental institutions on matters of labour relations need to be outlined.



And given the recurring incidences of national disputes on labour matters resulting in general strikes, almost on an annual basis, the NGF, as the united platform for States therefore seeks to position State governments to play a more significant, influential and proactive role in the resolution of labour relations issues in the country. Given its place in the constitution, Labour relations provide a practical and empirical justification for NGF as a vehicle for States to work together.

Arguments supporting the mainstreaming of the interests of States vis-a-viz labour matters are compelling in the face of the reality of the inability of States to either legislate or exercise prerogative in labour and related matters. The new National Minimum Wage Act which was passed by the National Assembly in March 2011 and which provided for a minimum wage of N18, 000 is a typical example of the challenges facing State governments, which must be addressed democratically and in accordance with the provisions of the 1999 Constitution of Nigeria. The new minimum wage has resulted in series of negotiations with Nigerian trade unions on matters of implementation. An agreement has been signed between the Federal Government, on the one hand, and Nigeria Labour Congress (NLC) and Trade Union Congress (TUC), on the other hand. In line with the agreement, the National Executive Council of NLC, which met on Thursday, August 18, 2011, has directed its State councils' officials to use the agreement with the Federal government as a guide in negotiating with State governments.

In order to grapple with the challenges the new minimum wage has thrown up, but particularly to institute a framework for coordinated engagement of all stakeholders in labour relations by the 36 State governments, the NGF commissioned a research in the following areas:

1. Collation of data on the salary profile and the segmentation for all the 36 States by the NLC leadership. (For this, you may wish to liaise with the NLC Chief Economist);
2. Develop at least five (5) scenarios for the relativity impact on salary table for the States;
3. Identify models of engagement between the States and Labour as a means of improving Labour – Government relations;
4. Collate unemployment statistics for all the 36 States;
5. Prepare matrix of employed government workers, total salary overhead and revenue inflow for all 36 States;
6. Evaluate the immediate and long-term implications of the Minimum Wage on States showing among others its impact on the revenue profile of States;
7. Collate data and other relevant information necessary for managing labour and Government relations from Federal and States Ministries of Labour and Productivity and other related



Ministries, Departments and Agencies (MDAs) and recommend measures that would promote industrial harmony;

8. Prepare status report on Minimum Wage negotiations in States.

The objectives of the research are:

- To develop baseline information that would guide the State governments in engaging labour relations issues;
- To propose scenarios for consideration in negotiating implementation of the new minimum wage with Nigerian trade unions;
- To recommend models of engagement between the States and Labour as a means of improving Labour – Government relations;
- To outline immediate and long term policy consequences of the new minimum wage and the recommendations therefrom; and
- To monitor progress of the new minimum wage implementation negotiation across the 36 states.

The report of research finding is hereby presented below:



## 1. Minimum Wage Implementation Strategy for States by NLC

The NLC Meeting of Thursday, August 18, 2011 received the report of the agreement with the Federal Government and directed its (NLC) State Councils to negotiate with State governments using the national agreement as a guide. Below is a copy of the new personnel cost of the Federal government arising from the new agreement:

Salary Structure	Staff Strength	Current Cost	New Cost	Additional Cost	% Increase
CONPSS <sup>1</sup>	195,765	150,667,384,539	153,260,203,955	2,592,819,416	1.72
CONRAISS <sup>2</sup>	47,615	65,567,363,739	66,081,605,739	514,242,000	0.78
CONAFSS <sup>3</sup>	**	108,795,330,358	110,058,282,358	1,262,952,000	1.16
CONICSS <sup>4</sup>	**	23,485,200,789	23,633,938,389	148,737,600	0.63
CONUASS II <sup>5</sup>	19,617	57,570,964,950	57,782,828,550	211,863,600	0.37
CONTISS II <sup>6</sup>	55,035	57,024,351,289	57,618,729,289	594,378,000	1.04
CONTEDISS <sup>7</sup>	19,747	20,592,517,634	20,805,785,234	213,267,600	1.04
CONPCASS <sup>8</sup>	13,937	33,949,781,721	34,100,301,321	150,519,600	0.44
CONHESS <sup>9</sup>	26,113	42,086,744,008	42,386,764,408	282,020,400	0.67
CONMESS <sup>10</sup>	9,282	21,171,222,958	21,271,468,558	100,245,600	0.47
CONLESS <sup>11</sup>	6,505	8,935,849,491	9,006,103,491	70,254,000	0.79
CONPOSS <sup>12</sup>	313,919	220,490,081,587	223,880,406,787	3,390,325,200	1.54
CONPASS <sup>13</sup>	92,249	105,014,374,590	106,010,663,790	996,289,200	0.95
<b>Total</b>	<b>930,496</b>	<b>915,351,167,653</b>	<b>925,879,081,868</b>	<b>10,527,914,215</b>	<b>1.15</b>
<b>5% Mark-up<sup>14</sup></b>		<b>45,767,558,383</b>	<b>46,293,954,093</b>	<b>526,395,711</b>	<b>1.15</b>
<b>Final Cost</b>		<b>961,118,726,036</b>	<b>972,173,035,962</b>	<b>11,054,309,926</b>	<b>1.15</b>

### NB:

CONPSS 01 – 04: N11, 122 per annum was added + 10,800

CONPSS 05 – 17: N10, 800 per annum was added

Other salary structures: N10, 800 per annum was added for all grades levels

- 1 CONPSS means Consolidated Public Service Salary Structure
- 2 CONRAISS means Consolidated Research and Allied Institutions Salary Structure
- 3 CONAFSS means Consolidated Armed Forces Salary Structure
- 4 CONICSS means Consolidated Intelligence Community Salary Scale
- 5 CONUASS II means Consolidated University Academic Salary Structure
- 6 CONTISS II means Consolidated Tertiary Institutions Salary Structure
- 7 CONTEDISS means Consolidated Tertiary Educational Institutions Salary Structure
- 8 CONPCASS means Consolidated Polytechnics and Colleges of Education Academic Staff Salary Structure
- 9 CONHESS means Consolidated Health Salaries Structures
- 10 CONMESS means Consolidated Medical Salary Structure
- 11 CONLESS means Consolidated Legislative Salary Structure
- 12 CONPOSS means Consolidated Police Salary Structure
- 13 CONPASS means Consolidated Paramilitary Salary Structure
- 14 Allowance to take care of 'uncaptured' variable



- The NLC did not adopt any specific recommendation for the 36 states other than directing them to use the agreement with the Federal Government as a guide. The reason according to sources in the NLC is that states have different salary tables.
- This means that the specific demands for adjustments across salary tables are now left to the State leadership of NLC and TUC. In negotiating implementation, the subsisting minimum wage and to a large extent the structure of the salary table prior to the new minimum wage will determine the financial burden of the implementation of the new minimum wage. For instance, the financial burden of the N18, 000 minimum will be less for States whose workers are earning a relatively higher minimum wage, possibly above N10, 000 per month than a state that was on, say, N6, 000 minimum wage.
- A third and perhaps very controversial factor is the adjustment across the salary table. This is a determining factor because invariably it will be the aspect that will define the volume of increase in the overall wage bill of State governments. From all accounts, there are two components – one fixed and the second inferential.

The fixed factor is based on the compelling adjustment of the new minimum wage, i.e. adjusting the lowest paid worker to N18, 000. The workers in this category constitute the majority and these are workers that are likely to fall between GL 01 – 04 and in many States may stretch up to GL 06. If the lowest paid worker on 01 step 1 is N18, 000, the salary table would have to be adjusted based on the agreed incremental rates, which was often the result of negotiations with unions across the salary table.

The inferential basically deals with the challenge of adjusting all other workers who were earning more than the N18, 000 but arising from the consequential adjustment of the salary table at the bottom, there is the equally compelling need to align all grade levels and steps.

- In the case of the Federal Government, based on the agreement that was signed with the NLC and TUC, the total additional increase in personnel cost of the Federal Government was just 1.15%.

#### Recommendation

- As much as broad guidelines may be useful as was the case with the decision of the National Executive Council (NEC) of NLC directing States councils of NLC, State governments should seek to minimise the financial cost of any new agreement. This should entail a strategic decision on the volume of increase in personnel costs, especially in the face of low IGRs. Therefore a prior ceiling should be established for all government negotiators and given the realities should range between 15 - 30%.
- In order to maintain the low cost of implementation of the new minimum wage, there may be a need for a downward review of incremental rates in State civil services.
- Negotiations for the new minimum wage also present opportunity for State governments to negotiate issues of:



- Eliminating ghost workers in their civil service;
- Increased productivity in the State civil service;
- Reforms in the State civil service to facilitate improved services and higher IGRs



## 2. Scenarios for new Minimum Wage Relativity Impact

### Analysis of Federal Government Agreement:

1. The new agreement translates to 1.15% increase in the personnel cost of the Federal Government;
2. For 01 – 04, an increase of N1,826.83 per month was effected;
3. For 05 – 17, an increase of N900 per month was effected;

### Recommendations to State governments:

Given the agreement as highlighted above:

1. The fixed factor arising from the new minimum wage law requires no analysis or negotiation. It basically means upward adjustment of the minimum paid worker to N18, 000. In other words, each State government should compute the differential between what workers at the bottom of the table were earning before the new minimum wage and the new minimum wage. For instance, if workers at the bottom of the salary table were on N6, 500, then N11, 500 per month should be added to their salary.
2. For workers on other salary levels, the negotiation could take the following considerations:
  - a. The first scenario is to take the least paid worker and adjust pay to the new minimum wage of N18, 000 and automatically apply subsisting incremental rates across the salary table. However, in order to ensure lower financial incidence, the incremental rates may be negotiated downwards.
  - b. A second scenario will be with reference to the overall personnel cost increase of the State government. And since the increase in the personnel cost of the Federal Government is just 1.15%, negotiation with unions could target increase in State governments personnel cost by fixed percentage increase in State government personnel cost. Given realities on the ground, largely arising from low levels of wages in States prior to the new minimum wage, it would appear that most State governments must prepare to increase personnel cost in the range of 15 – 25%.
  - c. A third scenario is to take each grade level and award specific quantum increases. This could take into account additional strategy of awarding decreasing levels of increases across the salary table. For instance, if minimum wage was N6,500 prior to the new minimum wage, the new wage table could award the following increases:

GL 01	-	N11, 500
GL 02	-	N11, 000
GL 03	-	N10, 500
GL 04	-	N10, 000
GL 05	-	N9, 000
GL 06	-	N8, 000



GL 07	-	N5, 000
GL 08	-	N3, 000
GL 09	-	N1, 500
GL 10 - 17	-	N900

- d. A fourth scenario for consideration is to award percentage increase based on differential between current salaries and the new minimum wage. For instance, based on the hypothetical current minimum salary of N6, 500, the percentage differential with the new minimum wage is 63%. Wages would then be increased across board by 63% and will translate to an increase of 63% on government's personnel costs and would be hardly affordable.
- e. A fifth scenario could be an increase of N900 per month across board for all those who are already above the minimum wage as was the case with the Federal Government.
- f. There is a sixth scenario, which is to award percentage increase to each grade level based on a sliding rule. This would mean then those on higher grade would have lower percentage increase than those at the lower level. Again based on the hypothetical minimum wage of N6,500 prior to the new minimum wage, the following increase could be considered across the salary table:

GL 01 - 04	-	63%
GL 05 - 07	-	40%
GL 08 - 12	-	15%
GL 13 - 17	-	5%



### 3. Models of Engagement between State governments and Labour

#### Current Situation

At the moment, almost all states have Special Advisers to the Governor on Labour Matters. There are few with Commissioners and Ministries of Labour. This presents a good opportunity and should be utilized to establish a good framework governing the relationship between trade unions and government. The main objective is to support state Governors to strengthen mechanism for social dialogue and consultations in their respective states with workers and trade unions. Mechanism for social dialogue and consultations would guarantee enabling environment and the development of qualitative relationship between workers and the State governments.

The quality of the relationship should enhance the role of State governments in the management and resolution of labour issues, especially contentious matters resulting in disputes and strikes. Against the background that labour matters under the Nigerian constitution are placed under the exclusive legislative list, there is the risk of under playing the critical role of State governments (and also local governments) in the management of labour matters. The reality is that State governments, as employers and also the facilitators of economic development in their states face direct challenges in managing labour issues in two ways. These are:

- a. State governments being employers and managements of public sector workforce; and
- b. State governments as political units relating with workers' and employers' organisations (trade unions and employers associations) in the state.

As the largest employers of labour, States have the direct responsibility of managing work place rules in State government establishments. These cover issues of employment, promotion, disciplinary actions, negotiating salary increases, grievance handling, etc. All these require the institution and management of rules in the State civil service, which is managed by the Establishment Office.

Regarding the function of State governments as political units relating with workers' and employers' organizations in the state, this is multifaceted. There is the issue of relationship with individual industrial unions, first in the context of direct management of public sector work place rules. The second is the relationship with the combined public sector unions under the state Public Sector Joint Negotiation Councils. Relationship with Public Sector Joint Negotiation Council focuses on negotiating issues of public sector pay and benefits. It also addresses management of industrial relations including relationship with public sector unions. Industrial relations deal with management of employment relationship.

Beyond issues of industrial relations in the public sector, there is the broader challenge of ensuring that good industrial relations atmosphere exist in the State to engender the right atmosphere for economic development. Under this, State governments should have the capacity to relate with private sector employers and workers organizations with the aim of influencing the development of qualitative relationship. Relating with employers' organization in this specific case is to focus on guaranteeing that industrial atmosphere is healthy in all sectors at all times and where there are problems, the State



governments should have the capacity to mediate and broker disputes resolution, perhaps in collaboration with the State officials of the Federal Ministry of Labour.

Regarding the management of labour matters in the private sector, State governments should equally be interested in matters of occupational health and safety. Being interested in these issues should not necessarily mean direct responsibility in their management as this may be beyond the constitutional jurisdiction of State governments but in the context of political authority with responsibilities to guarantee the safety of citizens in their States as well as ensuring that industrial players comply with all the provisions of the law. State governments should have the capacity, skills and relationship with all institutions and agencies to facilitate economic development.

The institutional mechanism through which State governments are expected to handle relationships with workers and their organizations is the development of bipartite relationships at the Ministry or department level and State governments Office of Establishment. A major limitation that needs to be highlighted immediately in the management of labour relations at the State levels is the over concentration on public sector matters and the near absence of attention given to the private sector largely because of the role of the State governments as the largest employer. Without attempting to undermine the provisions of the Nigerian labour laws and the Nigerian Constitution, there is the need for our State governments to consciously broaden the engagement of labour matters through developing appropriate institutional framework that would enable State governments ensure that the right industrial atmosphere prevails.

#### State governments and Approaches to Handling Labour Challenges

Labour disputes can today be attributed to the following:

- i. direct consequence of weak capacity and inadequate institutional framework for processing workers' demands;
- ii. Poor and inefficient internal communication between workers and employers;
- iii. Weak capacity of union leadership. Weak capacity here refers to poor negotiation skills and being unable to objectively define and process workers demands.

An objective definition of workers' demand should go beyond their wishes and extend to rational considerations of all other factors including legal requirements. Unfortunately most of the preoccupations of State governments with respect to labour matters hardly go beyond limited engagements with individual public sector unions at the level of State Ministries or Departments, Public Sector Joint Negotiation Councils, Nigeria Labour Congress (NLC) and Trade Union Congress (TUC). Often, these limited engagements hardly involve employers' organizations and are characterized by demands for institutional supports to State chapters of NLC and TUC, including what may be categorized as capacity development support for union leadership. Important as these are, they hardly guarantee popular support base for State governments among workers in the State public service.

Regarding the capacity of State governments to influence labour matters, an important point is that the institutional framework for managing labour relations is weak, especially as it affects the private sector and the corresponding challenge to facilitate the development of good bipartite structures.



One of the common political practices across all the states is the appointment of Special Advisers on Labour Matters. Almost all the appointees are former labour officials, sometimes former Chairmen of State Councils of NLC. While it is politically advantageous to recruit from the rank of activists to manage relationships between governments and labour organizations, it also needs to be appreciated that the broad objective of government should include facilitating the development of effective bipartite structures as well as ensuring the institution of vibrant democratic social dialogue between State governments and labour organizations covering both workers' and employers' organisations across the public and private sectors.

Given also the challenge for economic development across all the states, which resulted in the emergence of new work realities, there is the implied need to guarantee minimum compliance with national standards. This may require that State governments are able to perform some oversight functions on labour regulatory bodies with the purpose of ensuring that the development of such new work organizations conform to national standards as set by our national laws. This is necessary to secure and protect citizens of the state.

Related to this is the fact that over the years, work place culture in State civil services has been on the decline. Facilitating economic development in the States as it is today is near impossible without attendant strategies to halt the decline through processes that would strengthen disciplinary machinery and respect for processes. The truth is that this is one particular area that would require strategic negotiations and management of unions, which would have to go beyond administering institutional support.

#### Recommendations

- Given the need to strengthen the functions of Special Advisers to Governors on Labour Matters (SA Labour), consideration could be given to setting up State Labour Advisory Committees with the SA Labour as Chairman of the Committee. The composition of the Committee should include:
  - Permanent Secretary, Establishment
  - The State Director of Labour (Ministry of Labour)
  - Chairman, NLC
  - Chairman, TUC
  - Chairman, Public Sector Joint Negotiation Council
  - Chairman, Nigeria Employers Consultative Association (NECA)
- The functions of the Committee as the name implies is to advise the State governments on labour issues. In addition, it should recommend initiatives to facilitate the development of social dialogue framework in the states.
- The Advisory Committee should also be tasked with the responsibility of reviewing industrial relations atmosphere in the state and where there are disagreements among parties, take measures to facilitate resolution.
- It should also have the responsibility of developing a good communication framework with workers and their unions in the State across both public and private sectors.



- The Advisory Committee should be tasked to meet as regularly as possible, perhaps monthly and submit report of its deliberations to the Governor every month, highlighting recommendations and proposals for actions for the consideration and possible approval of the Governor.
  
- Apart from the establishment of the State Labour Advisory Committee, consideration should also be given to constituting a State social dialogue platform comprising all the three social partners in industrial relations. A meeting of the social dialogue platform could be convened once every year or as situation would demand where all the leadership of unions, employers and all personnel directors in government would be participants. In order to ensure that it is cost effective, it should be a non-residential meeting in the state capitals. The main function would be to review industrial relations atmosphere in the State. Government could also use the platform to solicit support from the social partners of particular policy framework.



#### 4. Unemployment Statistics for all the 36 States

S/N	STATE	RATE IN %
1.	Bayelsa	38.37
2.	Katsina	37.3
3.	Bauchi	37.2
4.	Akwa Ibom	34.1
5.	Gombe	32.1
6.	Adamawa	29.4
7.	Rivers	27.9
8.	Borno	27.7
9.	Kano	27.6
10.	Yobe	27.3
11.	Taraba	26.8
12.	Jigawa	26.5
13.	Sokoto	22.4
14.	FCT	21.5
15.	Imo	20.8
16.	Ekiti	20.6
17.	Lagos	19.5
18.	Kogi	19
19.	Delta	18.4
20.	Anambra	16.8
21.	Enugu	14.9
22.	Ondo	14.9
23.	Oyo	14.9
24.	Abia	14.5
25.	Cross River	14.3
26.	Zamfara	13.3
27.	Osun	12.6
28.	Edo	12.2
29.	Ebonyi	12
30.	Kebbi	12
31.	Niger	11.93
32.	Kaduna	11.6
33.	Kwara	11
34.	Nasarawa	10.1
35.	Benue	8.5
36.	Ogun	8.5
37.	Plateau	7.1



**UNEMPLOYMENT BY EDUCATIONAL GROUP**

ITEMS	URBAN (%)	RURAL (%)	COMPOSITE (%)
All Groups	19.2	19.8	19.7
Never Attended	20.6	20	20.1
Below Primary	18.4	22.9	22.3
Primary	15.1	14.7	14.8
Secondary	21.4	25.3	23.8
Post Secondary	13.9	26.4	21.3
15-24 yrs	49.9	39.6	41.6
25-44	16.3	17.3	17
45-59	10	12.1	11.5
60-64	18.2	16.2	16.7
Male	17.2	16.9	17
Female	21.7	23.9	23.3



5. Workers, total salary overhead and revenue inflow for all 36 States

5.1.1 2010 Allocations to States and Local Governments from the Federation Accounts

This is extracted from information in CBN 2010 Annual Report.

S/N	State	NO. OF LGCs	Allocation to the State	Allocation to LG
1	ABIA	17	27.8	14.93
2	ADAMAWA	21	25	19.21
3	AKWA IBOM	31	132.4	25.34
4	ANAMBRA	21	25.2	19.05
5	BAUCHI	20	29.3	22.03
6	BAYELSA	8	85.6	8.10
7	BENUE	23	27	22.40
8	BORNO	27	29.8	25.74
9	CROSS RIVER	18	24.7	16.00
10	DELTA	25	108.5	21.14
11	EBONYI	13	20.7	11.40
12	EDO	18	28.5	16.01
13	EKITI	16	20.9	13.02
14	ENUGU	17	23.6	15.43
15	GOMBE	11	22.2	11.26
16	IMO	27	30.5	22.34
17	JIGAWA	27	27.6	23.44
18	KADUNA	23	31.5	25.14
19	KANO	44	39.5	41.26
20	KATSINA	34	30	30.17
21	KEBBI	21	25.1	18.74
22	KOGI	21	25.1	19.42
23	KWARA	16	22.8	14.92
24	LAGOS	20	35.7	25.06
25	NASARAWA	13	21.4	11.94
26	NIGER	25	29.2	24.19
27	OGUN	20	24.4	17.90
28	ONDO	18	42.3	16.52
29	OSUN	30	23.2	22.52
30	OYO	33	29.2	28.79
31	PLATEAU	17	24.5	16.48
32	RIVERS	23	126	21.58
33	SOKOTO	23	26.1	20.69
34	TARABA	16	24.7	16.47
35	YOBE	17	24.5	15.97
36	ZAMFARA	14	24.6	14.99
37	FCT	6	34.8	6.38



**5.1.2 ALLOCATION TO STATES AND LOCAL GOVERNMENTS FROM THE FEDERATION ACCOUNT FROM JANUARY TO JULY, 2011**

This is contained in paid advertorial by the Federal Ministry of Finance, in page 41 of Daily Trust of Monday, September 5, 2011.



S/N	State	NO. OF LGCs	TOTAL OF SGs	TOTAL OF LGCs
1	ABIA	17	26,506,017,381.40	14,501,178,297.59
2	ADAMAWA	21	24,905,246,696.95	18,906,903,908.30
3	AKWA IBOM	31	131,040,815,990.68	25,331,225,840.50
4	ANAMBRA	21	26,285,767,717.83	19,265,956,538.64
5	BAUCHI	20	28,690,373,571.55	21,359,603,099.96
6	BAYELSA	8	85,509,870,261.73	8,220,718,428.27
7	BENUUE	23	25,585,139,899.62	22,231,608,961.68
8	BORNO	27	30,474,504,322.29	25,074,507,506.62
9	CROSS RIVER	18	28,161,956,006.45	15,926,299,653.50
10	DELTA	25	110,773,600,736.17	21,512,024,097.58
11	EBONYI	13	17,729,427,740.72	11,509,305,256.26
12	EDO	18	31,091,710,437.71	15,898,892,236.91
13	EKITI	16	21,793,270,386.99	13,001,140,543.63
14	ENUGU	17	24,596,754,189.53	15,363,771,603.63
15	GOMBE	11	21,991,411,375.43	10,993,740,959.79
16	IMO	27	27,226,003,300.14	21,581,896,134.90
17	JIGAWA	27	28,632,852,377.91	23,344,792,082.34
18	KADUNA	23	30,835,043,900.19	25,272,708,059.06
19	KANO	44	40,718,777,851.38	42,064,322,522.25
20	KATSINA	34	30,106,133,325.23	29,390,313,312.06
21	KEBBI	21	25,805,631,272.99	18,235,165,994.76
22	KOGI	21	24,993,266,441.14	19,468,775,695.65
23	KWARA	16	22,216,583,431.11	14,805,946,873.79
24	LAGOS	20	50,619,392,946.08	39,333,506,271.20
25	NASARAWA	13	20,038,274,873.56	11,883,102,000.73
26	NIGER	25	27,210,636,391.40	24,000,860,318.22
27	OGUN	20	25,361,540,664.05	17,967,371,314.96
28	ONDO	18	37,739,339,511.33	16,494,923,953.77
29	OSUN	30	24,096,612,879.16	22,493,085,544.53
30	OYO	33	29,515,979,715.51	28,673,759,813.12
31	PLATEAU	17	24,825,624,467.44	16,559,092,161.14
32	RIVERS	23	132,000,985,867.43	23,040,493,855.72
33	SOKOTO	23	25,977,906,731.49	20,736,014,844.31
34	TARABA	16	25,234,976,391.85	16,045,618,436.22
35	YOBE	17	24,990,733,741.21	15,774,915,539.89
36	ZAMFARA	14	24,271,839,561.08	14,309,416,524.17
37	FCT	6		11,156,385,244.09



**5.1.3 States and Federal Governments' External Debt Stock in US \$ as at 30<sup>th</sup> June 2011**

This is published on the website of the Debt Management Office (<http://www.dmo.gov.ng>).



S/No	State	Amount Outstanding	Percentage
1	Abia	34,048,101.78	0.63%
2	Adamawa	29,458,962.18	0.55%
3	Akwa Ibom	70,567,947.23	1.31%
4	Anambra	23,722,253.77	0.44%
5	Bauchi	58,873,702.36	1.09%
6	Bayelsa	28,774,639.30	0.53%
7	Benue	25,016,599.33	0.46%
8	Borno	14,036,551.95	0.26%
9	Cross River	124,022,648.42	2.30%
10	Delta	17,635,051.75	0.33%
11	Ebonyi	42,149,600.84	0.78%
12	Edo	46,928,749.05	0.87%
13	Ekiti	36,201,716.18	0.67%
14	Enugu	41,667,546.52	0.77%
15	Gombe	27,969,356.62	0.52%
16	Imo	52,323,009.13	0.97%
17	Jigawa	29,120,607.49	0.54%
18	Kaduna	175,433,478.51	3.25%
19	Kano	63,942,258.78	1.18%
20	Katsina	78,752,527.04	1.46%
21	Kebbi	51,644,129.25	0.96%
22	Kogi	36,203,340.46	0.67%
23	Kwara	48,557,097.71	0.90%
24	Lagos	460,742,760.04	8.54%
25	Nassarawa	41,351,902.25	0.77%
26	Niger	27,438,429.87	0.51%
27	Ogun	91,302,729.31	1.69%
28	Ondo	60,794,080.11	1.13%
29	Osun	65,332,678.58	1.21%
30	Oyo	93,990,753.14	1.74%
31	Plateau	26,974,165.58	0.50%
32	Rivers	36,501,893.71	0.68%
33	Sokoto	41,206,906.72	0.76%
34	Taraba	21,111,306.21	0.39%
35	Yobe	31,690,890.83	0.59%
36	Zamfara	27,186,629.98	0.50%
37	FCT	37,664,519.94	0.70%
	<b>Sub-Total</b>	<b>2,220,339,521.92</b>	<b>41.13%</b>
	<b>FGN</b>	<b>3,177,702,620.24</b>	<b>58.87%</b>
	<b>Grand Total</b>	<b>5,398,042,142.16</b>	<b>100.00%</b>



## 5.2 Matrix of employed government workers, total salary and revenue inflow

### Preliminary Note

- Records of IGR and Personnel Cost are from CBN Annual Report for 2010.
- Records of number of workers in States are obtained mainly from newspaper reports and in few instances from SEEDS documents, printed between 2003 and 2004, which may have been outdated. It is hoped that State governments will provide up-to-date information on the number of workforce.

S/N	State	IGR (N Billion) <sup>15</sup>	No. of Wkrs <sup>16</sup>	Personnel Cost (N Billion) <sup>17</sup>
1.	Abia	9.9		5.2
2.	Adamawa	4.2	21,000	11.7
3.	Akwa Ibom	12.1	32,633	17.9
4.	Anambra	4.8	12,034	3.7
5.	Bauchi	2.3	30,000	8.1
6.	Bayelsa	3.9	54,330	21.5
7.	Benue	8.3	34,000	14.9
8.	Borno	2.1	29,000	13.1
9.	Cross River	7.1	20,481	12.3
10.	Delta	15.6	55,000	19.1
11.	Ebonyi	2.1		7.1
12.	Edo	12.4	35,000	17.1
13.	Ekiti	2.7	65,000	11.4
14.	Enugu	4.1	20, 876 (CSO)	10.7
15.	Gombe	9.5	13,827	7.4
16.	Imo	5.2	44,258	6.8
17.	Jigawa	2.4	46, 774	1.7
18.	Kaduna	9.3	21,564	12.1
19.	Kano	12.2	42,000	65.4
20.	Katsina	3.2	21, 600 (CSO)	16.7
21.	Kebbi	3.8	17,000	4.5
22.	Kogi	3.3	23,375	9.2
23.	Kwara	11.3	45,000	6.1
24.	Lagos	147.1	47,000	32.7
25.	Nasarawa	2.4	13,000	5.7
26.	Niger	3.1	41,000	18.0

<sup>15</sup> All IGR records hereby reported are from the CBN 2010 Report

<sup>16</sup> Number of workers in State public services hereby reported are obtained from newspaper reports and SEEDS documents published between 2003 – 2004 and need to be updated. In some cases, they include local government workers, which need to be disaggregated in order to arrive at the correct number of workers that are covered by state government personnel cost.

<sup>17</sup> Personnel Cost hereby reported are from the CBN 2010 report.



27.	Ogun	11.2	44,500	13.2
28.	Ondo	3.8	58,000	14.3
29.	Osun	5.4	44,948	14.3
30.	Oyo	11.9	32,000	11.2
31.	Plateau	3.6	18,000	12.3
32.	Rivers	58.5	62,000	36.5
33.	Sokoto	3.1		18.0
34.	Taraba	3.3		10.6
35.	Yobe	1.8	26,000	8.5
36.	Zamfara	2.9	6,000	14.8



## **6. Immediate and Long Term Implications of the new Minimum Wage**

The immediate implications of the new minimum wage are:

### **i. Increase in salary bill**

The size of difference between current minimum wage and the new minimum will determine the magnitude of the increase in the salary bill of the State governments. For instance, a State government whose current minimum wage is less than N10, 000 will incur higher percentage increase in its salary bill as compared with a State government whose current minimum wage is more than N10, 000. States like Lagos State whose workers were reported to have been already on a minimum wage of N18, 700 before the new minimum wage have an advantage of making symbolic increases and to that extent can maintain an overall increase of just within the federal government's 1.15% and it will have satisfied the NLC directive of using the federal government agreement as a guide. However, it will be very difficult for states with less than N10, 000 to keep the increase in their wage bill below 10%.

### **ii. The size of the increase will determine the magnitude of the opportunity cost on other government projects**

Capacity to implement development projects will be negatively affected as resources meant for such projects would have been consumed by wages. Without a strategic initiative, there is also the danger of resorting to increased borrowing by State governments in order to execute projects, which will result in higher debts. There is therefore the compelling need to develop a strategy to enhance the revenue base of State governments.

### **iii. It will also impact negatively on the capacity of State governments to pursue commitments to job creation agenda**

Almost all State governments are committed to creating new jobs in order to reduce the high rates of unemployment in the country. This is contingent on availability of resources, which will further be limited arising from the increased resources needed to meet governments' salary commitment. Instead of creating jobs, there may be the consequence of increased unemployment as a result of possible public sector job losses. Also, arising from the higher personnel cost, capacity of State governments to absorb new entrants, particularly young people who would have graduated from schools, into the labour markets, will be weakened.

### **iv. Disciplinary Issues**

Negotiations for the new minimum wage present an opportunity to strengthen disciplinary and ethical conduct of workers in the civil service. The truth is that discipline is poor in the civil service. Agreements for the new minimum wage should seek to extract the commitment of unions in the public sector to support initiatives and programmes of governments towards strengthening discipline in the civil service. If adopted, the State



Labour Advisory Committee could be given the responsibility to drive initiatives towards strengthening discipline and re-orienting civil service workers.

The long term implications of the new minimum wage are:

**i. Should labour matters remain in the exclusive list?**

- Given that labour is provided for under the exclusive list and this includes legislating on minimum wage, to what extent are State governments able to meet the challenges arising from this?
- What logic does it serve for the Federal government to exercise powers that would impose additional costs to State and local governments?
- What implication does this have for our federal structure?

These are questions that should arise in any debate for future constitutional amendments.

**ii. Increasing the State governments' Revenue Base**

Given the low revenue base of State governments, there is the need to take initiatives that will boost the revenue base of State governments. The 2010 CBN report confirms low internally generated revenue (IGR) for almost all states.

Related to this is the current revenue allocation formula, which review State governments are already calling for.

**iii. Engaging the National Industrial Relations System**

There is the need to have a systematic engagement strategy with the national industrial relations system through the Federal Ministry of Employment, Labour and Productivity. This is in order to ensure that existing regulatory framework governing the national industrial relations also serves the interests of State governments. This way, challenges from policies that would have cost implications for State governments could be identified early enough. It is therefore recommended that the engagement commence with a meeting with the Minister of Labour. In addition to the meeting with the Minister of Labour, there should also be engagement with the Committees of Employment, Labour and Productivity in both chambers of the National Assembly (Senate and House of Representatives).



## 7. Status Report on Minimum Wage Negotiations in States

S/No.	State	Situation Report	Result
1.	Abia	<p>The Governor, Chief Theodore Orji announced that the State government has accepted to implement the new minimum wage of N18, 000 to its workers. He said the implementation of the new minimum wage would commence as soon as the circular comes out. In another statement by Don Ubani, Commissioner for Information, workers may have to wait for the review of the Federal Allocation before they start enjoying the new minimum wage. He said that it would be difficult for the State government to comply with the new Minimum Wage Act given the current revenue allocation formula.</p> <p>On September 11, the State government was reported as saying that it will transfer non-indigenes back to their States of origin. Governor Theodore Orji explained that the action was not vindictive but to, among other things, accommodate many Abia indigenes displaced in some crisis-ridden states. Orji also said the move would help the State government to implement the N18, 000 minimum wage for workers, adding that his administration is committed to the payment of the new minimum wage as stipulated in the 1999 Constitution, as amended.</p>	Government Agrees to pay the Minimum wage
2.	Adamawa	<p>Adamawa State Governor, Admiral (Rtd) Murtala Nyako, promised to pay the new minimum wage of N18, 000 at the end of August. He announced this while addressing a joint session of the State executive council, permanent secretaries and the organised labour, comprising the Nigeria Labour Congress (NLC), Trade Union Congress (TUC) and the Joint Negotiating Council, adding that the N18, 000 wage was an equivalent of N600 per day as income, which was not enough for a family of four. The governor assured that he would ensure labour harmony in the state and warned against any confrontation by labour leaders. Governor Nyako described the civil service as the custodian of the value system, saying that the workforce were directly involved in the implementation of policies and programmes of the government. Speaking on behalf of the organised labour, the State chairman</p>	<p>Governor Nyako promises Adamawa workers they will get the N18,000 minimum wage, effective August</p> <p>NLC commenced strike on September 4</p>



		<p>of the NLC, Dauda Maina, commended Governor Nyako for the implementation of the minimum wage.</p> <p>In the week of September 4, 2011, civil servants in Adamawa State began an indefinite strike after the negotiation committee between the Nigeria Labour Congress (NLC) and the government failed to reach a consensus on the implementation of the N18, 000 minimum wage. On September 7, the NLC announced that the strike became necessary because the government had failed to implement an earlier agreement between government and labour's Negotiation Council. The union urged workers not to return to their offices until the government begins the unified implementation of the N18, 000 minimum wage. It said the government had imposed a strange table of payment, which it said is unacceptable to the union.</p>	
3.	Anambra	<p>The Anambra State government is yet to decide on how it intends to pay the new minimum wage to its workers. And the organised labour in the State is getting worried because the State government has neither put its commitment to settle the new minimum wage in black and white nor opened up negotiations on the details of the new wage. The state Commissioner for Information and Culture, Chief Maja Umeh, said that with an average monthly allocation of N2bn from the federation account, it was clear that the State government did not have enough money to pay the new wage. He said if the minimum wage must be paid across board, the wage bill for the government would rise from the current N1.3bn to N3.6bn. By August 8th, workers in Anambra State declared a one-week warning strike to press home their demand for the full implementation of the N18, 000 new minimum wage. But the Governor, who said he was committed to paying the new wage, described the workers' decision as politically motivated.</p> <p>Workers in the State civil service were reported to have embarked on strike action effective Thursday, September 15.</p>	<p>The State government expressed commitment to pay the new minimum wage but workers observed a one week warning strike in the state.</p> <p>Workers commenced strike on Thursday, September 15</p>
4.	Akwa Ibom	<p>The leadership of the Akwa Ibom State Council of Nigeria Labour Congress, headed by the Chairman, Uyime Usoro has indicated that their strike notice</p>	<p>The State government signed an agreement awarding workers</p>



		<p>to the State government for the payment of the minimum wage has not achieved the desired purpose as the Akwa Ibom State government has failed to pay the ₦18,000 minimum wage it promised civil servants since April, 2011. Explaining that the government had consistently failed to meet with the deadline it set for the payment of the minimum wage as mutually agreed between them, Mr Usoro said that labour was not obligated to issue the government any strike notice after the expiration of the grace period.</p> <p>In the week of September 12, the State government was reported to have signed an agreement awarding workers in the state civil service between 60 – 69% salary increases across board. Gov. Godswill Akpabio was reported to have announced that the state would require additional N1 billion to pay the new wages. The workers, under the leadership of the NLC however rejected the offer and are preparing to commence a warning strike.</p>	<p>between 60 – 69% salary increases but was rejected by NLC. Labour is threatening strike</p>
5.	Bauchi	<p>The Bauchi State government has initiated measures to weed redundant and ghost workers in the civil service. The State government also joined other states in calling for the removal of subsidy on petroleum to ensure that more funds accrued to the states. This position has earned the ire of the Nigerian Labour Congress (NLC) which has threatened to embark on an indefinite strike action should the State government refuse to implement the N18,000 minimum wage Act in the state.</p> <p>In another development, the Academic Staff Union of Polytechnics (ASUP) of the College of administrative and business studies (CABS) Azare has resolved to begin a 3-day warning strike to compel Bauchi State government to pay them the new salary structure. In another development, the negotiation between the Bauchi State government and the NLC over implementation of the N18, 000 minimum wage ended in a deadlock on August 24th. A statement by the state NLC chairman, Comrade Hashimu Gital and the acting secretary, Mujaheed Muhammad, said the meeting between the two groups did not yield any positive results</p>	<p>Deadlock in negotiation between NLC and Bauchi State government</p>



		and civil servants would receive the old salary this month.	
6.	Bayelsa	Sources credited to the Special Adviser to the Governor on Labour Matters (SA Labour), indicated negotiation is almost concluded under the framework of a 10-member committee, chaired by the SA Labour. Other members of the Committee are Permanent Secretary Establishment, Training and Pensions, representing the Head of Service as Secretary of the Committee, representatives of Commissioner of Planning and Accountant General, Chairman Local Government Service Commission, Senior Special Assistant to the Governor on Trade Union matters, NLC Chairman, TUC Chairman, Chairman Public Sector Joint Negotiation Council and Chairman NULGE. The Committee has submitted recommendations to the Governor, awaiting approval.	10-member committee has submitted recommendations to Governor for approval which will become agreement
7.	Benue	<p>Civil servants in the State were reported to have rejected August salaries on account that it did not reflect the new minimum wage. Both NLC and government were reported to have held meetings towards implementation and addressing issues including ghost workers. Gov. Suswam was reported as saying "we are doing our calculations and strategizing on how to go about it. The fact is, we are now moving from N1.4 billion monthly wage bill to N2.4 billion. In a month, on the average, we receive between N2 billion and N2.5 billion, all the monies will be expended on the recurrent expenditure and we will be running our State like local government"</p> <p>Benue State workers in the 23 local government areas of the State were reported to soon enjoy the new minimum wage of N18, 000. Special Adviser to the State governor on Local Government and Chieftaincy Affairs, Mr. Solomon Wombo, who stated this during the monthly press briefing with newsmen at the weekend, said the councils have constituted a committee that would go round the councils to determine the staff strength of each of the local government. Wombo said the setting up of the committee was to determine the staff strength, considering the report of non-availability of the total number of staff in some council areas.</p>	<p>No implementation yet but the State government is reported to be doing its calculation.</p> <p>Workers in LGs in Benue to soon start enjoying the minimum wage</p>
8.	Borno	Borno State government, on September 10, signed	The State government



		an agreement with officials of the state chapter of Nigeria Labour Congress (NLC) to pay N18,229 as the new minimum wage. The signing followed the recommendation of a technical committee set up, by the government, to look into issues concerning the payment of the minimum wage. With this agreement, the least paid worker in the state would receive N18,000 as his take home pay at the end of every month. Abba Ashigar, the Head of Service, who signed the agreement on behalf of the government, said the payment of the new wage would take effect from August 2011.	and unions agree to pay N18,229 as minimum wage
9.	Cross River	Governor Liyel Imoke has maintained that he is ready to implement the N18,000 minimum wage signed into law by President Jonathan. While receiving the president of the NLC, Comrade Abdulwahed Omar, in his office in Calabar, Imoke said that his government was obliged to pay in line with the stated structure, though through a well-articulated readjustment of the revenue sharing formula. He had appealed to the NLC to pressurise the Federal Government to urgently consider the adjustment of the revenue formula in order to enable many states to pay the new minimum wage.	Requested the NLC to support states in the campaign for revised revenue allocation formula
10.	Delta	In Delta State, retrenchment might not be an option, given that the new minimum wage had not caused any serious disagreement between the workers' union and the State government. According to the Communication Manager to the state governor, Mr. Paul Odili, the state had been paying a minimum wage of N17,500 before the official commencement of the new wage policy and the commencement of payment took off after extensive consultation with the state chapter of the NLC.	No retrenchment being contemplated and State government commenced implementation
11.	Ebonyi	Governor Martin Elechi of Ebonyi State has hinted the workforce that his government may not be able to pay N18,000 minimum wage agreed upon and signed to law by the President. Gov. Elechi in a town-hall meeting with stakeholders at the Women Development Centre, Abakaliki said the cost effect of the minimum wage of workers in the cadre of levels 01 to 06 alone will consume a large chunk of the allocation of the state, leaving a meagre amount for the development of infrastructure.	No agreement yet and there is the possibility of a dispute with unions



		In the week of September 4, workers in the state civil service commence strike. Leaders of Nigeria Labour Congress, NLC, and Trade Union Congress of Nigeria, TUC, have asked striking public workers in Ebonyi State to ignore any contrary directive, and continue with their industrial action over the implementation of the N18,000 new minimum wage. Labour leaders in the state said that the national leadership of NLC and TUC had taken over the management of the strike and had given instruction that the action be continued until government obeyed the New Minimum Wage Act, 2011.	
12.	Edo	The Edo State government said it would not retrench workers despite the agreement reached between it and the organised labour to pay the new minimum wage. Governor Adams Oshiomhole insists that State governments are bound to implement the new wage structure as it has been passed into law. Anxiety has, however, overcome some workers in the state. This set of workers fear that the State government might wield the axe by resorting to retrenchment in order to meet an inevitable wage bill increase that would arise. The government has, nonetheless, doused such fears and maintains that laying-off workers is not part of its agenda. In another development, the Parliamentary Staff Association, Edo State chapter took to the streets of Benin on August 1st to protest against their unpaid July salary and exclusion from the agreement reached between labour and the State government over the implementation of the new minimum wage. The strike grounded activities at the House of Assembly complex as no fewer than 100 members of the union barricaded the entrance to the complex, locking out the Speaker, Mr. Uyi Igbe, and other lawmakers out. However, following a meeting between union leaders and Gov. Oshiomhole, the protest was ended and work resume in the state.	The State government agree to pay the new minimum wage but judicial service workers went on strike
13.	Ekiti	The government of Dr. Kayode Fayemi has restated that the administration will not sack any worker to implement the new minimum wage but rather explore other ways to augment the resources accruing to the state in order to pay the workers and carry out other developmental projects. He said that the state would be able to	Agreement is yet to be reached as negotiations are still going on. However, Gov.  Payment of new



		<p>pay the workforce of about 65,000 if it cut down on some of its expenses. The NLC say the State government has kept the spirit of unity which has coloured negotiations in the state so far. And both the TUC and the NLC expressed optimism in the State government. The JNC, Ekiti State chapter has called on Governor Kayode Fayemi to negotiate with the workers on modalities for the payment of the N18,000 minimum wage. The advice followed restiveness by workers in the state. The ad hoc committee comprising representatives of the NLC and TUC said workers in the state have become nervous over the seemingly stalemated negotiation between labour and the government. The labour group commended Fayemi for initiating the negotiation, but pleaded with him to resume negotiations in earnest to sustain the peace in the state.</p> <p>On September 4, Governor Fayemi, was reported to have said that the State government has agreed to commence the payment of the N18,000 minimum wage to civil servants in the state from September. He expressed confidence that all the stakeholders involved in negotiations on the government's side and on the side of labour would soon conclude negotiations to pave way for payment of the new wage. The governor stressed that government would start paying the workers the new wage this month as government and labour are expected to finalise modalities for the payment before 15th.</p> <p>The NLC in the state announced on September 15 that effective Friday, September 16, workers in the state will commence strike action. The State Chairman of NLC, Comrade Ayodeji Aluko alleged that the State government proposed to pay N15,000 as the new minimum wage, which is not acceptable to the unions.</p>	<p>minimum wage to commence from September</p> <p>NLC in the state announced that effective September 16, workers will commence strike.</p>
14.	Enugu	<p>The Enugu State government said that it would not downsize in order to pay the new minimum wage. It said that it was in the process of recruiting about 2,000 teachers to boost learning in its public primary and secondary schools. An attempt by some workers to resume work at the expiration of the three days warning strike in Enugu State caused a split in the ranks of organised labour in</p>	<p>Workers observed 3 days warning strike and attempt attempt by workers to resume after the strike to confusion with non unionists emerging as leaders</p>



		<p>the state. Civil servants in the state on August 10th embarked on the warning strike despite Governor Chime's resolve to implement the new minimum wages with effect from August 2011. They stated that they proceeded on the strike because government's implementation of the wage was contrary to their approved pay chart for all levels of workers. As at August 16, the State chairman of the NLC, Mr. Chumaife Nze, was leading a faction of organised labour, while a labour activist and an official of the Civil Liberties Organisation, Mr. Osmond Ugwu, was said to have been elected by civil servants under the umbrella of the Civil Service Forum to lead the demand for the actualisation of payment of the N18, 000 minimum wage.</p> <p>The Nigeria Labour Congress (NLC), on August 30<sup>th</sup>, reaffirmed its readiness to commence indefinite strike action in Enugu State by September 7<sup>th</sup>, if the government refused to shift grounds on the full implementation of the N18, 000 minimum wage. The Congress said it would embark on what would become the mother of all strikes as all economic and social activities would be brought to a stand-still. The latest development came in the aftermath of the breakdown of negotiation between the State government and workers union, whose national leadership was in Enugu to dialogue with the government on the new wage regime. Mr. Marcus Omokhuale, leading the delegation to Enugu, said the two weeks ultimatum still stood as a rally by the workers union would paralyse all activities in the state.</p>	NLC and TUC commenced strike on September 7 in Enugu State
15.	Gombe	<p>On September 4, Governor Ibrahim Hassan Dankwambo was reported to have expressed deep concern that the Nigeria Labour Congress (NLC), Gombe State Council has already embarked on a strike action despite the fact that negotiation arrangement about the minimum wage was still ongoing between the NLC and the government. It noted that Governor Dankwambo assured that the State government was committed to a resolution of the minimum wage as demonstrated by its acceding to the N18, 000 minimum wage for Junior-level staff and graduated increase for their senior counterparts. Even banks in the State were closed in solidarity to the cause of making the</p>	NLC embarked on strike despite ongoing negotiations



		<p>State government comply with the directives of the national body of the NLC.</p> <p>In another development, media reports had it that the State government alongside its counterparts in Kano, Nasarawa, Yobe and Bauchi was considering the mass sack of civil servants in States as the State governments were taking measures to weed redundant and ghost workers in the civil service. They were reported as saying they would pay the N18, 000 minimum wage if the federal government reviewed its revenue formula to favour states and local governments. They also asked President Jonathan to remove the subsidy on petroleum to ensure that more funds accrued to the States. This position was condemned by the Nigerian Labour Congress (NLC) which had threatened to embark on an indefinite strike action should the State government refuse to implement the N18,000 minimum wage Act.</p>	
16.	Imo	<p>Negotiation meeting between unions and State government teams were reported to be on going but the NLC announced that workers will commence strike action if no agreement was reached.</p> <p>On Thursday, September 15, workers in the State were reported to have commenced strike action.</p>	Workers commence strike on Thursday, September 15
17.	Jigawa	Government sources indicated that negotiations were ongoing and the government team is led by the Head of Service, assisted by the Special Adviser to the Governor on Salary and Pension Administration. While agreement is yet to be reached, there has not been strike in the state.	
18.	Kaduna	The Nigeria Labour Congress (NLC) and the Trade Union Congress (TUC) of Kaduna State have issued a seven-day ultimatum to the State government to implement the N18, 000 minimum wage, failing which the workers in the State would have no option but to "down tools indefinitely". The NLC chairman, Kaduna State chapter, Adamu Ango and his TUC counterpart, Paul Y. Jezhi, said the decision to issue an ultimatum was consequent upon the agreement both bodies had with the State government on July 30, 2011 which had not been signed by the parties involved. The congresses however said that if their demand was met, they would reverse their decision and issue	NLC and TUC in the state issued ultimatum to the State government for the implementation of the new minimum wage by September 16, failing which, workers in the state will proceed on strike as from Monday, September 19.



		another order to the workers.	
19.	Kano	<p>The Kano State chapter of the Nigeria Labour Congress (NLC) has directed its members in the State to stay away from their duty post beginning from September 12, 2011 to protest the non-implementation of the N18, 000 national minimum wage by the State government. Isa Danguguwa, the State chairman of the union, who gave the directive said the strike action was 'indefinite and total' adding that no segment of the workforce was exonerated from the action. He also revealed that their counterparts from the private sector would join the industrial action following what he described as the 'nonchalant attitude of Kano State government to workers' welfare'.</p> <p>As stated above, Kano is one of the States said to be considering the mass sack of civil servants in their States as part of measures to weed redundant and ghost workers in the civil service. They were also reported as saying they would pay the N18, 000 minimum wage if the federal government reviewed its revenue formula to favour States and local government. They also asked President Jonathan to remove the subsidy on petroleum to ensure that more funds accrued to the states.</p> <p>This position was condemned by the Nigerian Labour Congress (NLC) which has threatened to embark on an indefinite strike action should the State government refuse to implement the N18,000 minimum wage Act.</p>	Workers commenced strike on September 12
20.	Katsina	In the week of September 12, workers in the state civil service commenced an indefinite strike. The Chief Press Secretary to the Governor, Lawal Matazu however argued that the State government has agreed to pay.	Workers commenced indefinite strike September 12.
21.	Kebbi	The leadership of the Nigerian Labour Congress (NLC) in Kebbi State has commenced an indefinite state-wide strike beginning from Friday, 2nd September, 2011. The State chairman of the union, Comrade Sadiq Kaoje said the union including local government staff had decided to embark on the strike following the failure of the government to meet their demands. Kaoje said	Negotiations commenced after a one-day strike



		<p>while some governments in some states of Katsina and Kaduna were making efforts to develop a blueprint for the implementation of N18, 000 minimum wage to the working force of their state, Kebbi State Government did not show any sign towards that direction.</p> <p>Government sources however reported that the strike lasted for only one day and negotiation is now going on between government and labour unions.</p>	
22.	Kogi	<p>Governor Ibrahim Idris, contrary to the position of other Governors, was reported to have said that State governments could indeed pay the N18, 000 minimum wage. Gov. Idris said his administration was putting machinery in motion to pay the new wage to its workers in agreement with the decision of State governors at their recent meeting on the matter. The governor said that the decision to pay the new wage was taken in Abuja when the Nigeria Governors Forum (NGF) met recently to review the matter.</p>	<p>Kogi Governor says all States can afford to pay N18,000 minimum wage</p>
23.	Kwara	<p>The Head of Service, Kwara State, Alhaji Dabarako Mohammed, said that the total workforce of Kwara Civil Service was between 45,000 and 50,000. He added that before the minimum wage regime, the total monthly wage bill of the state was N900m. He said that the state was not going to downsize its workforce, but would carry everybody along. He said that the state would pay the minimum wage, adding that a balance would be struck between wage payment and infrastructure provision. Chairman of the NLC Kwara State chapter, Comrade Umar Farouq has reiterated NLC's commitment to the realization of the N18, 000 new national minimum wage for workers in the state. The Special Adviser on Labour to the Kwara State Governor Abdulfatah Ahmed, Comrade Bisi Fakayode also assured that government was prepared to effect the payment from this month.</p>	<p>Minimum wage: Kwara NLC says negotiation is on course</p>
24.	Lagos	<p>The Lagos State government said it would not sack any of its workers as a result of the increment in its wage bill after the State started paying the N18,000 minimum wage in compliance with the</p>	<p>Commenced implementation</p>



		<p>provisions of the National Minimum Wage Act 2011. Rather, the state would intensify its drive for internally-generated revenue and would no longer spare those who fall behind in fulfilling their civic responsibilities. The Lagos State Head of Service, Adesegun Ogunleye, said that as a proactive government, the state had started the new salary structure since January 2011. He added that the least paid employee now earned N18, 780.48 per month. Lagos receives about N7bn a month as federal allocation, while it collects the highest IGR among Nigerian States. In another development, Governor Babatunde Fashola of Lagos State cried out that the new minimum wage has taken a large chunk of the 2011 budget, a situation that was not planned for when the budget was being considered. This, he said, has resulted in the slow pace of projects being executed by the government.</p>	
25.	Nasarawa	<p>Nasarawa State is one of the States said to be considering the mass sack of civil servants in their States as part of measures to weed redundant and ghost workers in the civil service.</p> <p>They were reported as saying they would pay the N18, 000 minimum wage if the Federal government reviewed its revenue formula to favour States and local government. They also asked President Jonathan to remove the subsidy on petroleum to ensure that more funds accrued to the states.</p> <p>This position has been condemned by the Nigerian Labour Congress (NLC) which has threatened to embark on an indefinite strike action should the State government refuse to implement the N18,000 minimum wage Act.</p>	
26.	Niger	<p>Gov. Babangida Aliyu was one the first Governors to promise workers payment of the new minimum wage but months after, the government began to complain of poor revenue as reasons for non implementation. In addition, the Head of Service of the State was reported to have said that out of the 34,000 workers in the state civil service, 4,700 were discovered to be ghost workers. As a result of the non implementation of the Act and the absence of negotiations with unions, NLC and TUC in the State are threatening to embark on Statewide strike.</p>	NLC and TUC are threatening strike
27.	Ogun	In Ogun State, the wage bill excluding that of	Ogun agrees to pay



		<p>political appointees is about N2.6bn. The chairman of the NLC in the State, Mr. Akeem Ambali, who confirmed this development said that workers in the state were earning N14, 200 as minimum wage before the present agitation for an upward review, adding that with the numerous political appointees of the immediate past governor, Otunba Gbenga Daniel, the State's wage bill, including that of political appointees, was about N4.5bn.</p> <p>The Ogun State government went beyond the national minimum wage and approved that the least paid worker in the State would go home with N18, 250 at the end of every month. In the agreement signed on August 4 between the State government and representatives of the NLC, TUC and JNC, it was agreed that the implementation of the new minimum wage would commence from August 1, 2011.</p>	N18,250 as minimum wage
28.	Ondo	<p>Governor Olusegun Mimiko has said that the payment of the wage will leave him with no option other than to retrench some workers and deduct appropriate taxes from those that will survive the purge. He explained that he would be left with about N200m to spend on capital projects out of the N4.3bn monthly revenue available to the State as the 58,000 workers in the state would earn N4.1bn monthly as salaries if the state decided to pay the new wage.</p> <p>Civil servants in the state resumed duty on August 1 following the suspension of their strike. The NLC Chairperson said the strike was suspended because the State government had agreed to honour the agreement it signed with the labour leaders. The strike was the third in one month declared by their leaders on the 28th July before they again announced the suspension of the strike on the 31st July, 2011. Furthermore, the strike embarked upon by the workers in Ondo State under the aegis of the Joint Public Service Negotiating Council (JNC) and the Nigeria Labour Congress (NLC) over the new wage entered the third week August 24th. Meanwhile, there seems to be no end to the crisis between the Ondo State government and workers in the public service as neither of the parties is ready to shift ground in order to end the strike embarked upon by the workers over the computation of the new national</p>	Workers suspend strike and accept government offer following a stakeholders meeting that included traditional rulers convened by Gov. Mimiko



		<p>minimum wage of N18, 000. In an attempt to persuade workers to call off the strike, Governor Olusegun Mimiko declared that the government would not negotiate unless the strike was suspended. The labour leaders on their part said they would not bulge until the government returned the circular that stopped the payment of the N14, 000 salary relativity. The Chairman of the NLC, Ondo State Council, Comrade Bosede Daramola, said since the government had refused to invite them for discussion, the labour leaders could not direct the workers to go back to work.</p> <p>However, following a meeting of all stakeholders in the state, which included traditional rulers, convened by Gov. Mimiko, workers agree to call off the strike.</p>	
29.	Osun	<p>In Osun State, Governor Rauf Aregbesola said that his administration would not retrench workers in order to pay the N18, 000 minimum wage, but would evolve ingenious means of increasing the state's internally-gene rated revenue of N300m per month in order to improve Osun's economy. Osun receives between N1.5bn and N1.8bn monthly as its share of the federal allocation to pay the salaries and emoluments of the 44,948 workers on its payroll, and carry out infrastructural development. By August 8th, workers in Osun State embarked on strike following an announcement by Governor Aregbesola that he would pay the N18, 000 minimum wage to only workers on grade levels 01 to 07, while workers on the other grade levels would be paid whenever the financial condition of the state improved. The State NLC chairman said that the strike would continue until the government agreed to pay the new minimum wage across board.</p> <p>Osun State government announced that it has approved N19,001 as minimum wage for its workers in the state. Following the approval, the State government said it has fully implemented the Minimum Wage Law for workers from Levels 01 to 07 as contained in the Minimum Wage Law recently enacted by the Federal Government. In addition to this, the State government also approved substantial increase in the salaries of</p>	<p>The government is willing to pay the minimum wage for workers on 01 – 06 and this has resulted in strike by workers in the state civil service.</p> <p>Government announced approval of N19,001, but unions have disagreed with government and are insisting on continuing with the strike</p>



		<p>other grade levels. A breakdown of this showed that the government has approved additional N7,429,50 for workers from Levels 8 to 10; N6,611 for workers on Levels 12 to 14, while N5,096.40 has been added to salaries of workers on Levels 15 to 17. The State government also assured the people that the administration of Governor Rauf Aregbesola was poised to ensure that workers in the State emerged the best paid workers throughout the country.</p> <p>Industrial crisis in Osun state over the implementation of the N18, 000 new minimum wage has taken a new twist as labour leaders in the state have dissociated themselves from the N19, 001 minimum wage announced by the government recently. They declared to continue with their ongoing strike until the government paid the minimum wage across the board.</p> <p>On September 11, Osun State government was reported to have approved N19, 001 as minimum wage for its workers. The approval came as the workers suspended their five-week-old strike following a nine-hour meeting with the government negotiating team. With the development, the government has now implemented fully the minimum wage law for workers on Levels 01 to 07.</p>	
30.	Oyo	<p>Oyo State has said that the only option left for the Sen. Ajimobi administration if the new minimum wage must be paid was to embark on an aggressive increase in the State's internally-generated revenue. He ruled out the possibility of sacking any worker for the purpose of meeting the new wage bill. The state currently receives about N3.1bn monthly as federal allocation. But by August 4th, workers in Oyo State embarked on a strike to protest alleged imposition of salary structure on the workforce by the State government. The NLC and TUC chairmen lamented that the State government failed to keep its part of the agreement recently reached with the workers on the salary structure. The NLC leader restated that the workers in the state would not accept any imposition of salary structure on them.</p>	There is dispute between the State government and NLC over implementation
31.	Plateau	<p>In Plateau State, the Attorney-General and Commissioner for Justice, Mr. Edward Pwajok, said</p>	No agreement yet and the State government



		<p>the government would not take a definite stand until a staff audit as ordered was completed. He said the picture was not yet clear about what measures or options the State government planned to take. But the state chapter of the Nigeria Labour Congress said that the agreement did not contain retrenchment. It was gathered that in Plateau, the workers' strength was 18,000 with a monthly wage bill of N1.2bn, while there was a monthly average allocation of N1.6bn. With the addition to the minimum wage, the state will be spending an average of N2.4bn to pay workers' salaries.</p> <p>After spending the official two-day break for the celebration of the Muslim festival-Eid-el-Fitri, civil servants in Plateau State failed to report to work on September 1<sup>st</sup>, maintaining that their unions had directed them to commence an indefinite strike action over the government's delay in implementing the N18,000 national minimum wage. The Unions in a statement signed by Mr. Jibrin Banchir of the Nigeria Labour Congress (NLC), his Trade Union Council (TUC) counterpart, Mr. Ade Akinbon and Mr. Yusuf Zambuk of the Joint Negotiation Council (JNC), said that "Sequel to the agreement signed by Organised Labour, Federal Government and Governors Forum on the implementation of the N18,000 minimum wage on or before August 31, 2011, the Congress has directed all State councils that have not signed agreement on the above subject matter on or before 31st August, 2011 to proceed on indefinite action until such agreement is reached and implemented.</p>	<p>want to execute staff audit before implementing the minimum wage.</p> <p>Effective September 1, 2011, Civil servants commenced indefinite strike action</p>
32.	Rivers	<p>The Rivers State government was reported to have announced that it will pay its workers the new minimum wage. The Commissioner for Information and Communication, Mrs. Ibim Seminitari informed journalists that the State was already paying N17, 000 and was quoted as saying "it is a law that we must obey. Of course we will pay, what we need to add is just N1, 000 and that will not be a problem."</p>	<p>The State government announced it would pay</p>
33.	Sokoto	<p>Government sources indicated that negotiation was in progress with the government team led by a Permanent Secretary in the office of the Head of</p>	



		Service. While no agreement has been reached yet, no strike action has been called yet.	
34.	Taraba	Government sources indicated that agreement had been signed and payment has commenced this month with arrears. There was strike for about three months but later called off. A committee was appointed by government, which negotiated the agreement. The Committee was chaired by the Head of Service.	Agreement reached and payment commenced this month with arrears.
35.	Yobe	<p>The Yobe State government has said it will spend an additional sum of N530m to meet up the payment of the new minimum wage of N18, 000 for its civil servants. The acting State chairman of the Nigeria Labour Congress (NLC), Mohammed Inuwa Gulani, disclosed this yesterday in Damaturu, while briefing newsmen on the state of affairs of negotiation with the State government on the new salary package. He said that the committee had successfully completed its assignment and had come up with a realistic salary table for the State, a comprehensive computation of the holistic salary figure and differentials for possible adoption and consideration by the State government. He revealed that based on the report by the negotiation committee, a civil servant on GL1, step 1 would earn a basic salary of N11,592, of which 30 per cent for rent and other differentials would make up for the total gross salary of N18,000 per month. On the other hand, a civil servant on grade GL17, step 9 would earn the total sum of N185, 261 as basic salary, with other differentials.</p> <p>The State is also one of the States said to be considering the mass sack of civil servants in their States as part of measures to weed redundant and ghost workers in the civil service.</p> <p>They were reported as saying they would pay the N18, 000 minimum wage if the federal government reviews its revenue formula to favour states and local government. They also asked President Jonathan to remove the subsidy on petroleum to ensure that more funds accrued to the states.</p> <p>This position was condemned by the Nigerian</p>	Agreement reached between government and labour and the new minimum wage to cost government N530 million



		<p>Labour Congress (NLC) which has threatened to embark on an indefinite strike action should the State government refuse to implement the N18,000 minimum wage Act.</p> <p>However, on Monday, September 12, in a paid advertorial, the Head of Service of the State government, Alh. Dauda Yahaya announced that the State government could not afford to pay the new wage and appealed to unions to accept implementation of the new minimum wage based on increase of N300 million in the total wage bill of the State government.</p>	
36.	Zamfara	<p>Barely 48 hours to the last day for the negotiation of the new minimum wage, workers in Zamfara state civil service were reported to be prepared for a showdown if no agreement was reached. According to a statement issued at the end of their tripartite meeting which was attended by the Nigeria Labour Congress, Trade Union Congress and Joint Public Service Negotiation Council and signed by the three chairmen of the unions, NLC in the State suggested some options to Governor Abdulaziz Yari Abubakar, that in the spirit of give and take they were willing to respond to the governor's demand. The statement which was addressed to the State Head of Service, warned however that in the event of face-off or dead lock between the government and labour, the NLC would have no option than to embark on industrial action in line with national directive of the union.</p>	<p>Workers under the NLC, TUC and the Joint Public Service Negotiation Council announced they were ready for showdown with the State government</p>



## 8. Data and other Information

### Background Information:

Statistics obtained from the United Nations Development Programme (UNDP) Nigeria Report 2008 – 2009 refers to concepts such as Human Development Index (HDI), Human Poverty Index (HPI), Gender Development Measure (GDM), Gender Empowerment Measure (GEM) and Inequality Measure (INQ). The definitions of these concepts as provided by Wikipedia are:

- **Human Development Index (HDI):** is a composite measure of life expectancy, literacy, education and standards of living for countries worldwide. It is a standard means of measuring well-being, especially child welfare. It is used to distinguish whether the country is a developed, a developing or an under-developed country, and also to measure the impact of economic policies on quality of life.
- **Human Poverty Index (HPI):** is an indication of the standard of living in a country, developed by the United Nations (UN). For highly developed countries, the UN considers that it can better reflect the extent of deprivation compared to the Human Development Index.
- **Gender Development Measure (GDM):** is an indicator of the standard of living in a country developed by the United Nations (UN). It aims to show the inequalities between men and women in the following areas: long and healthy life, knowledge, and a decent standard of living.
- **Gender Empowerment Measure (GEM):** is a measure of inequality between men's and women's opportunities in a country. It combines inequalities in three areas: political participation and decision making, economic participation and decision making, and power over economic resources.

### Country Profile

Population, total	154,728,892.0
Population growth (annual %)	2.3
GDP <sup>18</sup> (current US\$) (billions)	168.6
GDP per capita <sup>19</sup> (Current US \$)	1089
GDP Growth (annual %)	7.0
Life expectancy at birth, total (years)	48.1
Mortality rate, infant (per 1,000 live births)	85.8

<sup>18</sup> Wikipedia defines Growth Domestic Product (GDP) as the market value of all final goods and services in a country in a given period. GDP can be determined in three ways and all should, in principles, give the same result. They are the product (or output), the income approach, and the expenditure approach. The most direct of the three is the product approach, which sums the outputs of every class of enterprise to arrive at the total. The expenditure approach works on the principles that all of the product must be bought by somebody, therefore the value of the total product must be equal to people's total expenditure in buying things. The income approach works on the principle that the incomes of the productive factors ("producers" colloquially) must be equal to the value of their product, and determines GDP by finding the sum of all producers income.

<sup>19</sup> GDP is considered an indicator of a country's standard of living.



Prevalence of HIV, total (% of population ages 15 – 49)

3.6

Source: World Development Indicator Database, December 2010



**Population, GDP & Per Capita by Zones in Nigeria**

States	Population	GDP in Million Naira	GDP per capita in Naira	GDP per capita in US \$
<b>South East</b>				
Abia	3,051,841	156,581.86	51,307.34	407.75
Anambra	4,459,236	91,536.69	20,527.44	163.14
Ebonyi	2,317,922	57,656.38	24,874.17	197.68
Enugu	3,388,168	131,168.00	51,881.69	307.67
Imo	3,963,039	205,609.17	38,713.55	412.32
<b>Total</b>	<b>17,180,206.00</b>	<b>642,552.10</b>	<b>37,400.72</b>	<b>297.20</b>
<b>SouthWest</b>				
Ekiti	2,449,007	97,551.83	39,833.22	316.56
Lagos	9,131,112	2,935,593.30	321,493.52	2,544.98
Ogun	3,721,345	115,791.01	31,115.37	247.28
Ondo	3,587,265	762,093.19	212,444.07	1,688.34
Osun	3,441,186	79,271.30	23,036.04	183.07
Oyo	5,505,815	194,182.18	35,268.56	280.29
<b>Total</b>	<b>25,386,723.00</b>	<b>4,184,482.81</b>	<b>164,829.58</b>	<b>1,309.94</b>
<b>South South</b>				
Akwa Ibom	3,841,712	1,843,218.56	479,790.93	3,813.01
Bayelsa	1,788,957	1,212,867.01	677,974.38	5,388.02
Cross River	3,048,375	321,901.19	76,073.71	604.58
Delta	4,130,761	1,208,594.31	292,583.94	2,235.23
Edo	3,463,629	142,784.30	41,223.90	327.62
Rivers	5,084,192	3,333,507.68	655,661.25	5,210.69
<b>Total</b>	<b>17,515,914.00</b>	<b>7,972,873.05</b>	<b>455,178.82</b>	<b>3,617.41</b>
<b>North Central</b>				
Benue	4,390,184	792,405.51	180,494.83	1,434.43
Kogi	3,424,637	63,348.75	18,497.95	147.01
Kwara	2,469,200	99,490.24	40,292.50	320.21
Nasarawa	1,926,153	297,301.17	154,349.72	1,226.65
Niger	3,862,030	820,194.99	212,374.06	1,687.57
Plateau	3,356,070	82,165.65	24,482.70	194.57
FCT Abuja	592,886	761,583.40	1,284,535.97	10,208.50
<b>Total</b>	<b>12,206,399.00</b>	<b>2,916,489.71</b>	<b>238,932.39</b>	<b>1,898.85</b>
<b>North East</b>				
Adamawa	3,352,085	88,296.94	26,340.90	209.34
Bauchi	4,563,897	95,798.53	20,990.51	166.82
Borno	4,044,366	269,473.62	66,629.39	529.52
Gombe	2,374,698	105,286.06	44,336.61	352.35
Taraba	2,411,441	43,020.00	17,839.95	141.78
Yobe	2,232,186	73,308.50	32,841.58	261.00
<b>Total</b>	<b>15,626,588.00</b>	<b>675,183.65</b>	<b>43,207.36</b>	<b>343.38</b>
<b>North West</b>				
Jigawa	4,585,695	574,713.28	125,327.41	996.01
Kaduna	6,276,729	558,386.58	88,961.40	707.00
Kano	9,266,314	797,251.26	86,037.58	683.76
Katsina	5,984,866	748,767.07	125,110.08	994.28
Kebbi	3,298,579	211,057.04	63,984.23	508.50
Sokoto	3,822,365	716,514.16	187,358.92	1,488.98



**Human Development Statistics by States in Nigeria**

S/N		Life Expectancy at Birth (years)	*Adult Literacy Rate (% Aged 15 and Above)	*Combined Gross Enrolment Ratio for Primary and	GDP Per Capita (US\$)	Life Expectancy Index	Education Index	GDP Index	Human Development Index (HDI) Value
	Nigeria	50	64.2	85.4	1156.82	0.419	0.712	0.409	0.513
1	Abia	53	79.2	110.4	407.75	0.458	0.896	0.235	0.53
2	Adamawa	47	54.6	88.6	209.34	0.358	0.659	0.123	0.38
3	Akwa Ibom	49	80	102.0	3813.01	0.392	0.873	0.608	0.624
4	Anambra	47	77	110.8	163.14	0.358	0.883	0.082	0.441
5	Bauchi	50	38.7	49.2	166.82	0.408	0.422	0.085	0.305
6	Bayelsa	50	64.3	100.6	5388.02	0.408	0.764	0.665	0.613
7	Benue	48	65.4	110.0	1434.43	0.375	0.803	0.445	0.541
8	Borno	53	26.9	43.0	529.52	0.458	0.322	0.278	0.353
9	Cross River	54	74.6	111.1	604.58	0.483	0.867	0.300	0.55
10	Delta	50	72.9	109.5	2325.23	0.417	0.851	0.525	0.598
11	Ebonyi	48	56.6	114.0	197.68	0.383	0.757	0.114	0.418
12	Edo	47	76.2	111.4	327.62	0.367	0.879	0.198	0.481
13	Ekiti	55	74.4	118.8	316.56	0.500	0.892	0.192	0.528
14	Enugu	53	74.6	111.1	307.67	0.458	0.868	0.188	0.505
15	Gombe	49	51.7	41.6	352.35	0.400	0.483	0.210	0.364
16	Imo	51	75.4	112.1	412.32	0.425	0.876	0.236	0.512
17	Jigawa	48	38.7	33.2	996.01	0.375	0.368	0.384	0.376
18	Kaduna	47	62.3	90.6	707.00	0.367	0.717	0.326	0.47
19	Kano	51	57.5	61.4	683.76	0.433	0.588	0.321	0.447
20	Katsina	53	36.5	50.7	994.28	0.458	0.412	0.383	0.418
21	Kebbi	51	48.6	40.5	508.50	0.433	0.459	0.271	0.388
22	Kogi	48	63.5	118.9	147.01	0.383	0.820	0.064	0.422
23	Kwara	51	55.6	96.4	320.21	0.433	0.692	0.194	0.44
24	Lagos	48	89.4	105.5	2554.98	0.375	0.948	0.541	0.621
25	Nasarawa	51	51.1	101.2	1226.65	0.433	0.678	0.418	0.51
26	Niger	54	41.7	66.7	1687.79	0.483	0.500	0.472	0.485
27	Ogun	53	68.5	101.4	247.28	0.467	0.795	0.151	0.471
28	Ondo	51	75.8	114.4	1688.34	0.425	0.887	0.472	0.594
29	Osun	54	73.8	109.4	183.07	0.483	0.857	0.101	0.48
30	Oyo	52	72.6	103.5	280.29	0.450	0.829	0.172	0.484
31	Plateau	45	60.6	108.4	194.57	0.333	0.765	0.111	0.403
32	Rivers	45	80.5	116.1	5210.69	0.333	0.924	0.660	0.639
33	Sokoto	51	67.4	42.3	1488.98	0.425	0.590	0.451	0.489
34	Taraba	49	52.1	89.1	141.78	0.392	0.644	0.058	0.365
35	Yobe	50	24.3	44.0	261.00	0.408	0.308	0.160	0.292

Source: UNDP Human Development Report Nigeria 2008 – 2009



Human Development Statistics by States in Nigeria						
S/No.	State	Human Development Index (HDI) Value	Human Poverty Index	Gender Development Measure	Gender Empowerment Measure	Inequality Measure
1	Abia	0.516	21.9	0.527	0.383	0.3
2	Adamawa	0.372	42.4	0.287	0.285	0.33
3	Akwa Ibom	0.616	27.1	0.622	0.31	0.34
4	Anambra	0.427	22.8	0.437	0.414	0.4
5	Bauchi	0.291	48.8	0.070	0.129	0.4
6	Bayelsa	0.593	32.5	0.600	0.219	0.4
7	Benue	0.532	36	0.508	0.204	0.4
8	Borno	0.345	55.9	0.250	0.033	0.4
9	Cross River	0.539	31.9	0.544	0.148	0.4
10	Delta	0.592	23.6	0.591	0.316	0.4
11	Ebonyi	0.401	34.3	0.398	0.284	0.4
12	Edo	0.465	21.7	0.475	0.148	0.4
13	Ekiti	0.523	22.1	0.519	0.38	0.4
14	Enugu	0.502	28.6	0.494	0.192	0.4
15	Gombe	0.353	45	0.076	0.057	0.4
16	Imo	0.51	22.7	0.418	0.303	0.4
17	Jigawa	0.362	48.4	0.303	0.055	0.4
18	Kaduna	0.448	34.3	0.422	0.213	0.4
19	Kano	0.436	43	0.333	0.092	0.4
20	Katsina	0.41	49.9	0.383	0.129	0.44
21	Kebbi	0.377	50.2	0.383	0.175	0.46
22	Kogi	0.411	34.4	0.359	0.069	0.46
23	Kwara	0.429	33.3	0.470	0.482	0.47
24	Lagos	0.607	14.5	0.548	0.357	0.48
25	Nasarawa	0.488	38.5	0.465	0.236	0.48
26	Niger	0.463	42.8	0.474	0.244	0.48
27	Ogun	0.465	24.5	0.466	0.247	0.5
28	Ondo	0.592	23.9	0.586	0.181	0.5
29	Osun	0.475	22.1	0.475	0.234	0.5
30	Oyo	0.478	21.9	0.447	0.311	0.5
31	Plateau	0.392	36.5	0.393	0.415	0.5
32	Rivers	0.633	22.8	0.616	0.367	0.5
33	Sokoto	0.475	40.5	0.385	0.099	0.5
34	Taraba	0.351	43.4	0.651	0.032	0.5
35	Yobe	0.278	58	0.166	0.172	0.5
36	Zamfara	0.434	42.6	0.422	0.056	0.51
37	FCT Abuja	0.717	21	0.68	0.062	0.64

Source: NBS, Human Development Indicators, 2008.



### Human Development Summary Statistics, by Zone

Zones	HDI	HPI	GDM	GEM	INQ
North Central	0.490	34.65	0.478	0.244	0.49
North West	0.420	44.15	0.376	0.117	0.44
North East	0.332	48.90	0.250	0.118	0.42
South West	0.523	21.50	0.507	0.285	0.48
South East	0.471	26.07	0.455	0.315	0.38
South South	0.573	26.61	0.575	0.251	0.41

Source: UNDP Human Development Nigeria Report 2008 – 2009

### Poverty Figures by Sector and Zone State

S/No.		Percentage of Population	Incidence of Poverty P0	Poverty Gap P1	Poverty Severity P2	Gini
	Urban	44.10%	43.19%	0.1670	0.0918	0.5441
1	Rural	55.90%	63.27%	0.2582	0.1406	0.5187
2	South South	14.98%	35.06%	0.1696	0.0903	0.5072
3	South East	12.08%	26.74%	0.0996	0.0455	0.4494
4	South West	19.55%	43.01%	0.1821	0.1024	0.5538
5	North Central	14.37%	66.97%	0.2832	0.1685	0.3934
6	North East	13.36%	72.16%	0.2743	0.1434	0.4590
7	North West	25.65%	71.17%	0.2567	0.1374	0.3711

Table 2.4. Poverty Figures, by Gender and Household (%)

12	Male	8961.00%	56.49%	22.5300	12.31
13	Female	1039.00%	36.54%	15.1600	8.30
14	1 Person	270.00%	12.59%	4.4300	2.46
15	2-4 persons	2605.00%	39.25%	14.2400	7.35
16	5-9 persons	5495.00%	57.93%	24.0900	13.30
17	109 persons	1589.00%	73.26%	33.5200	19.81
18	20 persons and above	41.00%	90.67%	36.0900	21.79

Table 2.5. Poverty Figures by Level of Education of Head of Household (%)

		Percentage of Population	Incidence of Poverty P0	Poverty Gap P1	Poverty Severity P2
23					
24					
25	No Education	37.73	68.67	28.04	15.35
26	Elementary	1.03	64.07	28.86	17.57
27	Primary	4.14	48.74	19.57	10.78
28	Secondary	37	44.29	18.02	9.86
29	Tertiary	8.85	26.29	9.69	5.32
30	Others	11.24	63.22	22.58	11.97

Source: UNDP Human Development Nigeria Report 2008 – 2009



**Poverty Figures by State**

S/N		Percentage of Population	Incidence of Poverty P0	Poverty Gap P1	Poverty Severity P2	Gini
*	National	100.00%	54.41%	0.2180	0.1191	0.4882
1	Abia	2.62%	22.27%	0.0904	0.0424	0.4693
2	Adamawa	2.36%	71.73%	0.3149	0.1768	0.4696
3	Akwa Ibom	2.70%	34.82%	0.1584	0.0843	0.5003
4	Anambra	3.14%	20.11%	0.0768	0.0324	0.4819
5	Bauchi	3.21%	86.29%	0.3220	0.1676	0.4782
6	Bayelsa	1.08%	19.98%	0.0994	0.0557	0.4757
7	Benue	3.09%	55.33%	0.1543	0.0691	0.5450
8	Borno	2.86%	53.63%	0.1889	0.0891	0.3947
9	Cross River	2.14%	41.61%	0.1969	0.1039	0.5046
10	Delta	2.91%	45.35%	0.2222	0.1157	0.4650
11	Ebonyi	1.25%	43.33%	0.1806	0.0917	0.4092
12	Edo	2.44%	33.09%	0.1568	0.0804	0.4585
13	Ekiti	1.33%	42.27%	0.1181	0.0479	0.5074
14	Enugu	2.29%	31.12%	0.1118	0.0512	0.4435
15	Gombe	1.67%	77.01%	0.2936	0.1568	0.4343
16	Imo	2.79%	27.39%	0.0871	0.0373	0.5125
17	Jigawa	3.22%	95.07%	0.4413	0.2643	0.4397
18	Kaduna	4.41%	50.24%	0.1155	0.0516	0.4226
19	Kano	6.52%	61.29%	0.1530	0.0778	0.4318
20	Katsina	4.21%	71.06%	0.2351	0.1155	0.4110
21	Kebbi	2.32%	89.65%	0.3968	0.2135	0.4104
22	Kogi	2.41%	88.55%	0.5346	0.3619	0.5555
23	Kwara	1.74%	85.22%	0.4236	0.2778	0.4783
24	Lagos	6.41%	63.58%	0.3473	0.2200	0.6429
25	Nasarawa	1.44%	61.59%	0.1582	0.0734	0.4665
26	Niger	2.72%	63.90%	0.2099	0.1006	0.4619
27	Ogun	2.62%	31.73%	0.1023	0.0422	0.5251
28	Ondo	2.92%	42.14%	0.1539	0.0694	0.5038
29	Osun	2.42%	32.35%	0.0757	0.0332	0.5031
30	Oyo	3.86%	24.08%	0.0585	0.0244	0.4315
31	Plateau	2.27%	60.37%	0.2003	0.1082	0.4390
32	Rivers	3.71%	29.09%	0.1498	0.0840	0.4792
33	Sokoto	2.71%	76.81%	0.3333	0.1839	0.3253
34	Taraba	1.69%	62.15%	0.2112	0.1022	0.5118
35	Yobe	1.57%	83.25%	0.3178	0.1723	0.4503
36	Zamfara	2.26%	80.93%	0.3264	0.1752	0.3366
37	FCT	0.71%	43.32%	0.1787	0.0898	0.4368

Source: UNDP Human Development Nigeria Report 2008 - 2009



**Human Poverty Index (HPI-1)**

	Probability at Birth of not Surviving to Age 40 (% of Cohort) a	* Illiteracy Rate (% Aged 15 and Above)	** Population not using improved water resources	** Under-weight children under age five	**Unweighted average of population not using an improved water source and children underweight for age	Human Poverty Index
	P1	P2	P31	P32	P3	HPI-1
Nigeria	0.313	35.8	50.9	25.3	38.1	32.3
Abia	0.306	20.8	36.4	20.1	28.3	21.9
Adamawa	0.325	45.4	81.0	21.7	51.3	42.4
Akwa Ibom	0.300	20.0	46.7	27.8	37.2	27.1
Anambra	0.358	23.0	42.6	14.8	28.7	22.8
Bauchi	0.271	61.3	64.8	33.1	49.0	48.8
Bayelsa	0.300	35.7	63.4	14.0	38.7	32.5
Benue	0.314	34.6	75.9	16.6	64.2	36.0
Borno	0.265	73.1	70.0	32.1	51.1	55.9
Cross River	0.240	25.4	69.1	17.5	43.3	31.9
Delta	0.305	27.1	34.4	19.6	27.0	23.6
Ebonyi	0.360	43.4	48.8	19.0	33.9	34.3
Edo	0.355	23.8	39.3	12.4	25.9	21.7
Ekiti	0.272	25.6	32.6	17.2	24.9	22.2
Enugu	0.299	25.4	62.2	13.4	37.8	28.6
Gombe	0.274	48.3	81.8	26.9	54.3	45.0
Imo	0.323	24.6	37.4	17.0	27.2	22.7
Jigawa	0.342	61.3	44.0	51.5	47.7	48.4
Kaduna	0.316	37.7	51.1	30.3	40.7	34.3
Kano	0.296	42.5	60.2	48.8	54.4	43.0
Katsina	0.306	63.5	57.1	40.7	48.9	49.9
Kebbi	0.303	51.4	80.1	45.1	62.6	50.2
Kogi	0.364	36.5	63.8	20.1	42.0	34.4
Kwara	0.327	44.4	29.1	27.6	28.3	33.3
Lagos	0.324	10.6	24.4	15.6	20.0	14.5
Nasarawa	0.279	48.9	55.3	20.5	37.9	38.5
Niger	0.241	58.3	38.9	28.0	33.4	42.8
Ogun	0.330	31.5	26.1	20.6	23.4	24.5
Ondo	0.323	24.2	42.8	17.0	29.9	23.9
Osun	0.295	26.2	31.4	17.4	24.4	22.1
Oyo	0.309	27.4	20.5	24.3	22.4	21.9
Plateau	0.347	39.4	68.7	19.1	43.9	36.5
Rivers	0.361	19.5	39.0	21.8	30.4	22.8
Sokoto	0.305	32.6	70.7	38.9	54.8	40.5

Source: UNDP Human Development Nigeria Report 2008 - 2009



**Female Education Index by States**

States	Female Adult Literacy Rate	Female Adult Literacy Index within Nigeria	Female Gross Enrolment Ratio	Female Gross Enrolment Index within Nigeria	Female Education Index
Nigeria	55.1	0.551	76.0	0.760	0.621
Abia	73.3	0.841	96.1	0.822	0.834
Adamawa	43.8	0.416	71.0	0.538	0.457
Akwa Ibom	75.0	0.864	92.8	0.785	0.838
Anambra	73.6	0.844	101.0	0.877	0.855
Bauchi	28.0	0.189	37.5	0.157	0.178
Bayelsa	46.0	0.448	85.5	0.705	0.533
Benue	47.3	0.465	89.9	0.752	0.561
Borno	18.0	0.044	34.0	0.119	0.069
Cross River	66.4	0.741	107.6	0.952	0.811
Delta	54.6	0.571	100.9	0.876	0.673
Ebonyi	46.1	0.449	90.7	0.761	0.553
Edo	67.2	0.752	103.5	0.906	0.804
Ekiti	67.3	0.754	111.8	1.000	0.836
Enugu	68.4	0.770	97.2	0.834	0.791
Gombe	43.6	0.412	31.1	0.085	0.303
Imo	69.1	0.780	96.8	0.829	0.796
Jigawa	19.6	0.067	23.6	0.000	0.044
Kaduna	50.5	0.512	73.5	0.565	0.530
Kano	48.0	0.476	46.5	0.260	0.404
Katsina	26.7	0.169	34.5	0.124	0.154
Kebbi	39.5	0.353	26.9	0.038	0.248
Kogi	54.3	0.566	109.1	0.970	0.701
Kwara	43.7	0.414	74.8	0.580	0.470
Lagos	84.4	1.000	100.0	0.866	0.955
Nasarawa	34.1	0.276	87.0	0.719	0.423
Niger	28.7	0.198	47.0	0.265	0.220
Ogun	60.0	0.651	79.2	0.630	0.644
Ondo	68.0	0.764	104.2	0.914	0.814
Osun	64.7	0.717	94.9	0.808	0.747
Oyo	65.7	0.731	97.2	0.834	0.765
Plateau	52.2	0.536	81.7	0.658	0.577
Rivers	72.2	0.825	110.8	0.988	0.879
Sokoto	59.9	0.648	28.8	0.059	0.451
Taraba	39.7	0.357	67.7	0.500	0.405
Yobe	14.9	0.000	33.5	0.112	0.037
Zamfara	38.9	0.346	29.3	0.065	0.252
FCT Abuja	66.7	0.745	86.6	0.714	0.735

Source: UNDP Human Development Nigeria Report 2008 - 2009



### Definition of Terms

**Incidence of Poverty (P0):** describes the percentage of population whose per capita income or expenditures are below the poverty line. This means the population that cannot afford basic basket of goods.

**Poverty Gap (P1):** captures the magnitude of poverty, considering both the number of poor people and how poor they are. It is a combined measure of incidence of poverty and depth of poverty.

**Poverty Severity (P2):** is the average value of the square of the depth of poverty for each individual. It gives more weight to the very poor and helps in defining policies for the very poor.

**Gini Coefficient:** is a measure of the inequality of a distribution, a value of 0 expressing total equality and a value of 1 maximal inequality.

### Nigeria 2006 Census Figures

State	Male	Female	Total	% of the Nation
<b>South-East</b>				
Abia	1,434,193	1,399,806	2,833,999	2.02
Anambra	2,174,641	2,007,391	4,182,032	2.99
Ebonyi	1,040,984	1,132,517	2,173,501	1.55
Enugu	1,624,202	1,633,096	3,257,298	2.33
Imo	2,032,286	1,902,613	3,934,899	2.81
<b>Sub Total</b>	<b>8,306,306</b>	<b>8,075,423</b>	<b>16,381,729</b>	<b>11.70</b>
<b>South-South</b>				
Akwa-Ibom	2,044,510	1,875,698	3,920,208	2.80
Bayelsa	902,648	800,710	1,703,358	1.22
Cross River	1,492,465	1,396,501	2,888,966	2.06
Delta	2,074,230	2,024,085	4,098,391	2.93
Edo	1,640,461	1,577,871	3,218,332	2.30
Rivers	2,710,665	2,474,735	5,185,400	3.70
<b>Sub Total</b>	<b>10,865,055</b>	<b>10,149,600</b>	<b>21,014,655</b>	<b>15.01</b>
<b>South-West</b>				
Ekiti	1,212,609	1,171,603	2,384,212	1.70
Ogun	1,847,243	1,810,855	3,658,098	2.61
Ondo	1,761,263	1,679,761	3,441,024	2.46
Osun	1,740,619	1,682,916	3,423,535	2.45
Oyo	2,809,840	2,781,749	5,591,589	3.99
Lagos	4,678,020	4,335,514	9,013,534	6.44
<b>Sub Total</b>	<b>14,049,594</b>	<b>13,462,398</b>	<b>27,511,992</b>	<b>19.65</b>
<b>North-Central</b>				



Benue	2,164,058	2,055,186	4,219,244	3.01
Kogi	1,691,737	1,566,750	3,258,487	2.33
Kwara	1,220,581	1,150,508	2,371,089	1.69
Nasarawa	945,556	917,719	1,863,275	1.33
Niger	2,032,725	1,917,524	3,950,249	2.82
Plateau	1,593,033	1,585,679	3,178,712	2.27
<b>Sub Total</b>	<b>9,647,690</b>	<b>9,193,366</b>	<b>18,841,056</b>	<b>13.46</b>
<b>North-East</b>				
Adamawa	1,606,123	1,561,978	3,168,101	2.26
Bauchi	2,426,215	2,250,250	4,676,465	3.34
Borno	2,161,157	1,990,036	4,151,193	2.97
Gombe	1,230,772	1,123,157	2,353,879	1.68
Taraba	1,199,849	1,100,887	2,300,736	1.64
Yobe	1,206,003	1,115,588	2,321,591	1.66
<b>Sub Total</b>	<b>9,830,069</b>	<b>9,141,896</b>	<b>18,971,965</b>	<b>13.55</b>
<b>North-West</b>				
Jigawa	2,215,907	2,132,742	4,348,649	3.11
Kaduna	3,112,028	2,954,534	6,066,562	4.33
Kano	4,844,120	4,539,554	9,383,682	6.70
Katsina	2,978,682	2,813,896	5,792,578	4.14
Kebbi	1,617,498	1,621,130	3,238,628	2.31
Zamfara	1,630,344	1,629,502	3,259,846	2.33
<b>Sub Total</b>	<b>18,270,656</b>	<b>17,516,288</b>	<b>35,786,944</b>	<b>25.56</b>
<b>Abuja (FCT)</b>				
	740,489	664,712	1,405,201	1.00
<b>Nigeria</b>				
<b>Nigeria</b>	<b>71,709,859</b>	<b>68,293,683</b>	<b>140,003,542</b>	<b>100.00</b>