

*Original Article*

# The Contributory Pension Scheme (CPS) and Sufficiency of Retirement Benefits of the Low-Income Retirees of the Federal Public Service in Nigeria

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**Abstract** - This study examined the level of sufficient retirement benefit under the contributory pension scheme emanating from the pool of savings contributed that can suffice to provide the minimum needed livelihood. The secondary data of all pension contributions and retirement benefits were retrieved from a series of publications of PenCom from the years 2004 to 2022. The primary data population consists of 1316 retirees. EasyFit 5.6 Professional Software, together with the Least Square Model, accumulation, and annuity formulae, was employed to analyse the secondary data and the responses from the respondents during the survey. Arising from the data collected and the analysis carried out using the consolidated public service salary structure, the comfort level of low-income retirees who spent 20 to 35 years in active service is nothing to write home about due to insufficient pension benefits due to the challenges investigated. The study recommends the implementation of a minimum pension derived with requisite modalities of 20 years as the minimum qualifying length of service and only a 10-year post-retirement subsidy.

**Keywords** - Contributory-pension-scheme, Low-income-retirees, Guaranteed-minimum-pension, Retirement-benefit.

## 1. Introduction

For fairness, one who has contributed substantially to an organisation throughout the working life needs to be rewarded when there is no strength or capacity to continue working. One way to give such a reward is through pension payment. According to Amadi (2020), the pension can be defined as a series of payments made regularly to a person or beneficiary of a person who is no longer working due to old age, disablement, or other reasons. The Chilean government operated a defined benefit pension system, which was replaced in 1981 with a defined contribution pension system that allows employees to fund retirement benefits through accumulated and mandatory savings. Most countries, convinced by the sustainability of the Chilean-introduced pension system, switched to it. In this study, a contributory pension scheme is when both the federal government and the low-income earners below level six contribute 18% of the earners' monthly emoluments into the retirement savings account towards the future payment of the retirement benefits. The retirement benefits of low-income retirees who worked for a considerable number of years while in active service should be sufficient to satisfy the basic



necessities of feeding, clothing, and shelter to enjoy at least a minimum level of comfort during retirement. Age, retirement savings account balance, final salary (total emolument), gender, and pensioners' retirement payment choices are various ways or factors influencing differences in the amount of pension payments received by various pensioners (Mojekwu & Adeyele, 2010). The standard of living of retirees after coming to the end of their working life depends largely on the pension arrangement that has been put in place for them while in active service.

Different literatures have been able to examine different factors, determinants, variables, genders, and welfare provisions relating to the introduction of the contributory pension scheme, but the void of generalising discussions on the entire retirees without in-depth study on how the contributory plan affects the vulnerable low-income retirees whose take-homes while in active service could barely satisfy their basic needs should be addressed. Despite many amendments, adjustments, and reforms in the pension system, pension administration in Nigeria seems to face huge challenges. The contributory pension method adopted to remove tedious issues and problems of pension benefit payment appears not to be generous to low-income retirees. Most retirees made contributions for more than half of their entire lifetime when in active service but are disappointed with the retirement packages received. Section 84(1) of the Pension Reform Act 2014 states that retirees shall be entitled to a guaranteed minimum pension to be specified by the Commission from time to time. Up till now, for about two decades since it was first stated in Part VIII (Section 71(1)) of the Pension Reformed Act 2004, PenCom has not yet finalised financial implications and other modalities constituting requisite guidelines and framework for the successful implementation of the minimum pension that can guarantee a fair standard of living during retirement. With the current state of the economy, where those who are actively working and earning salaries cannot comfortably enjoy a good standard of living, the fear of facing unknowns after retirement brings a lot of disturbances among low-income employees on what becomes their fate if accumulated savings cannot guarantee the minimum standard of living in the country. The study aims to examine the contributory pension scheme and investigates the retirement benefit sufficiency of low-income retirees of the federal public service. The specific objectives are to:

- i. Investigate the level of comfort enjoyed by low-income retirees.
- ii. Develop the expected average amount of the Guaranteed Minimum Pension (GMP).
- iii. Estimate the pension contributions sufficient to provide GMP catering to basic necessities.

The required retirees for the study are those low-income retirees who joined the federal public service and retired not earlier than the year 2020 to have timely circumstances of the issues and solutions in the course of the study. The major limitation envisaged was the tedious process of data gathering.

The study majorly examined the financial implications constituting the requisite framework for the successful implementation of GMP by investigating whether the pool of savings contributed by low-income employees of the federal public service can suffice to provide the minimum needed livelihood at retirement. The study's outcome is of great importance to pension stakeholders, the PFAs/PFCs, the pension regulatory authority, the financial institutions, insurance companies, and the FGn (Presidency) for policy formulation, law amendment, capacity building, and institutional strengthening.

## **2. Literature Review**

### **2.1. Theories**

#### **2.1.1. The Deferred Wage Theory**

Capele, Malaski, and March (1980) viewed pension plans put in place for employees as a method to shift some compensations accruable to employees when such employees retire from active service of the employer. The theory model possesses many actuarial implications in terms of actuarial principles.

### 2.1.2. The Expectancy Theory

Victor Vroom (1964) believed that certain behaviour results from a particular choice made among other options whose purposes are to minimise pain or maximise gain. Applying the theory to this study, employees will put greater effort into achieving higher productivity if a strong relationship is seen between active performance and positive reward in the retirement benefits/package.

### 2.1.3. Theory of Pension Funding and Policy.

Jon C. Exley worked on this theory in the year 1999 to balance between the Expectancy Theory and the Deferred Wage Theory. Pension here serves as an insurance policy against retirement age risk.

### 2.1.4. Theory of Life Cycle Hypothesis (LCH)

The Life Cycle Hypothesis (LCH), which was worked on by Franco Modigliani in 1985, relates consumptions to lifetime wealth at disposal. The retirees have already accomplished a larger percentage of their achievable life goals and know that income does not directly come from active service.

## 2.2. Conceptual Review

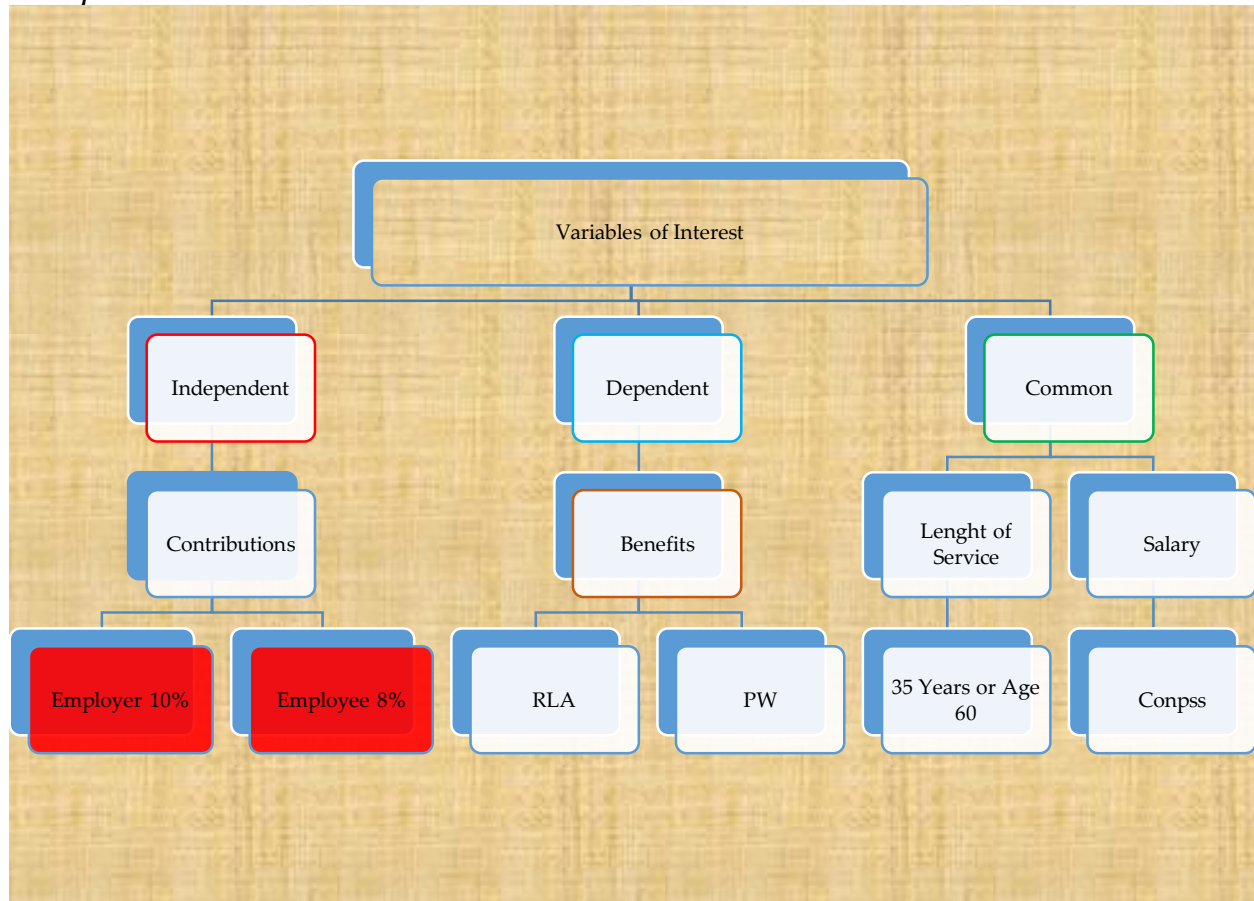


Fig. 1 Research framework

Generally, an employee in the public service retires at the age of sixty years or has spent thirty-five years in service, whichever one comes earlier. The series of (18%) contributions made represents the independent variable, while the pension benefit (RLA or PW) received represents the dependent variable.

**Table 1. Difference between programmed withdrawal and retiree life annuity pension payment options**

| <b>Programmed Withdrawal</b>                                                                                                                                          | <b>Retiree Life Annuity</b>                                                                                                                                          |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| The product is offered by PFAs and regulated by PenCom.                                                                                                               | The product is offered by the life insurance company and jointly regulated by NAICOM and PenCom.                                                                     |
| Expected life span of a retiree is determined by the new A(55) Table of Annuitant Ultimate Rates published by the Institute and Faculty of Actuaries, United Kingdom. | Expected lifetime of a retiree is determined by the new A(90) Table of Annuitant Ultimate Rates published by the Institute and Faculty of Actuaries, United Kingdom. |
| Both PFA and the retiree share the risks.                                                                                                                             | Longevity risks are transferred to the life office.                                                                                                                  |
| The contribution balance stays in RSA.                                                                                                                                | The contribution balance is used as a premium to purchase RLA.                                                                                                       |
| Payments of pension are limited to the retiree's expected lifespan.                                                                                                   | Payments of pension are for life till the death of the retiree.                                                                                                      |
| After the guaranteed pension payment period, the balance in the RSA is paid to the legal beneficiary upon the untimely death of the retiree.                          | After the guaranteed pension payment period, nothing is paid to the beneficiary upon the untimely death of the retiree.                                              |

Source: NAICOM (2020)

### 2.3. Empirical Review

Empirical studies of the contributory pension scheme have generated a large amount of literature in Nigeria in the last two decades since PRA was enacted in 2004. According to Onukwu (2020), the pension system began to gain attention after 1960 as Nigeria gained independence. As studied by Onukwu (2020), the problem of defined benefit schemes became more serious due to the upward review of salaries because an increase in employees' salaries ultimately led to an increase in employees' accrued retirement benefits.

When the contributory pension scheme was introduced in 2004, some employees (with a maximum of three years to retire) were allowed to go with the old pension system. Casey (2009) stated that government bonds were purchased for those who had more than three years to retire when the new scheme was introduced. The value of the bond was equivalent to the tune of accrued benefits under the old scheme and shall be redeemable upon retirement. The pension issue is very worrisome to active workers in Nigeria because most pension beneficiaries are not the actual contributors. Most workers die before or shortly after they retire from active service since the normal and general retirement age in Nigeria is sixty years, and the life expectancy in Nigeria moved from 55.44 years to 55.75 years in the year 2022 (Rewane, 2023). According to Rewane (2023), most people who live longer than the expected life expectancy die between the ages of sixty and seventy. As life expectancy improves, the size of the retiree population also increases, and the number of years spent in retirement increases in a similar manner. A study on the sufficiency of retirement benefits is of utmost importance due to the rapid increase in the ageing population in developing countries, especially Nigeria.

The cases of embezzlement or misappropriation of pension funds have become a source of worry and demoralised prospective pensioners in terms of their welfare in retirement (Ojiabor & Onogu, 2012). Some low-income retirees' uncertainty about what to expect during retirement can cause bureaucratic fraud/crime, low morale/commitment, and falsification of age to gather enough wealth while in active service (Agba, 2008). The fear has raised some questions that query the capacity of the contributory pension plan to achieve the objective of ensuring that individuals save to cater to their livelihood in old age (African Examiner, 2012). The Pension Reform Act, when enacted, to some extent, has helped to solve the problems of inefficient/weak administration of

the pension system and unsustainable increases in the cost of paying pension benefits (Odia & Okoye, 2012). Most employees in active service find it very difficult to save for their future due to some circumstances such as the responsibilities of the extended family members, lack of social welfare provision for the elderly, amplified propensity for consumption, inflation in the general price level, poor salaries/wages and so on (Aibieyi & Oyemwinmina, 2016). The changes in pension reform have made the pension system in Nigeria simple, financially sustainable, less cumbersome to operate, transparent, and cost-effective, and serve as a vehicle for achieving a saving culture among low-income earners (Iwelumo, 2016). Pension managers must be prepared for unknown and unpredictable forces emanating from regulatory changes and quickly direct the pension resources to operate goal-directedly (Baker, Logue & Rader, 2005). Elekwa, Okoh, and Ugu (2011) studied the implication of pension reform on social security planning and concluded that the current pension scheme has significantly improved social security planning for retirees and their families. Pension income received has brought economic security and replaced the income loss due to retirement. Critically, the study never looked into the sufficiency of the retirement benefits given to low-income retirees.

One would expect that more than fifty percent of Nigerian workers would be enrolled in the CPS since the pension scheme was made compulsory for both the public and the private sector workers upon enactment. The National Bureau of Statistics, in the fourth quarter Report of the year 2016, affirmed that seven million three hundred and forty-eight thousand and twenty-eight employees out of the total working population of sixty-nine million four hundred and seventy thousand and ninety-one employees were enrolled in the scheme according to the number of RSAs opened (NBS, 2017). Many workers in Nigeria are involved in the informal sector, such as trading, transportation businesses, small-scale farming, and other forms of micro-business. The majority of Nigerian workers are not covered by pension schemes and are exposed to social insecurity during old age. Musibau (2012) recommended that the scheme's coverage and scope should be reviewed to mandatorily include the informal sector and micro businesses due to the low number of contributors. The provision and existence of micro pensions in Nigeria has been able to address the recommendation of Musibau (2012). The wide gap of workers not covered by the scheme cannot be attributed alone to more distribution of workers in the informal sector but to the role of the pension regulatory authorities in ensuring compliance as spelled out by the Act. According to Odo, Orga, and Ozoemenam (2019), most private organisations do not enroll employees in any pension plan due to the remittance of their own part of the pension contributions to the employees' RSAs. The commission seems to feign ignorance to the allegation by waiting for employees' complaints against the employers in respect of non-compliance instead of PenCom performing the role of watchdog on compliance gaps by all involved.

Although there has been remarkable success upon the introduction of the CPS in the year 2004, as perceived by some researchers, various myriads of problems and competing forces that plague the old scheme in the public sector and other varying types of existing private pension schemes seem to have been sighted by making the Act redundant in living up to the objective of universal and uniform pension coverage for all employees because of the exclusion of some public office holders from the scheme (Abdulazeez, 2015). The exclusion or preferential treatment of some workers is navigating the future of the pension industry to an unknown destination (Abayomi, 2022). In case an employer (whether government or not) covered under the Act fails to remit the employees' pension contributions, PenCom should mandate such employer to make the due remittance along with the penalty addition of two percent of unpaid contributions into the RSA of the affected employees (Unini, 2022). The question to ask is how the regulatory authority, PenCom, can mandate the Nigerian government to comply with the law in a country that operates like the old roman empire where the emperor was not only considered as the only most powerful ruler but also considered as the head of the empire supreme legal authority making, enforcing and interpreting the law at the same time. As recommended in Unini (2022), the way forward is to have strengthened labour/trade unions to hold the government accountable to fulfil employee responsibilities through effective, specific, timely, attainable, and realistic means that will yield results. The best time to demonstrate these

means is during the election period when the government pretends to be good to people by listening to their requests and effecting changes immediately.

A study that deals with pension sufficiency is of utmost importance due to high old-age poverty in developing countries, of which Nigeria is not exempted. According to Izuaka (2022), there has been an increase in the number of elderly people living in poverty, as the World Bank estimated the number of impoverished old persons in Nigeria in 2022. The retirees' poverty level and dependency on the working population would be at the bare minimum if pension benefits allow the elderly to enjoy a fair standard of living. Retirement in Nigeria poses a serious financial challenge because a larger percentage of retirees are still the family's breadwinners due to the shorter normal retirement age of sixty years compared to many nations across the globe. According to Beedie (2015), pension income in Nigeria is insufficient for female retirees to cater to their basic needs due to shorter service years as a result of gender-based responsibility demands. In this study, pension income inadequacy relates to the extent to which pension income cannot help individual retirees fulfil the three basic needs of feeding, shelter, and clothing.

According to Agbata, Ekwueme, and Jeroh (2017), the issue of corruption being a militating factor against pension administration did not just start in Nigeria as it contributed to delays in pension payment in the old pension scheme. Bahago, Ogunlela, and Faruk (2010) studied the extent to which some pension problems witnessed in the past have been improved. Untimely payments of retirement benefits the problem of heterogeneity and continuity in the administration of pension assets or funds were the major problems observed. Using multiple instruments for data collection and subjecting the data collected to a non-parametric analytical test, the study revealed that retiree discrimination was absent but maintained that delay still occurred in pension payment. However, the study failed to explain further the stages of the retirement cycle that the delay problem was decreasing, constant, or improving. Musibau (2012), in his study on the impact of the contributory pension on retiree savings using Oyo State public service employees as a case study, suggested that retirement benefits should be like a reward for retirees by the government without the need for employees' contributions. The study pointed out no significant relationship existed between savings and contributory pension schemes. It clearly appears that Musibau's study turned a blind eye to many problems faced when retirement benefit payment was wholly on the government's shoulders.

Gunu and Tsado (2012) studied Nigeria's economic implication of contributory pension schemes. Descriptive statistics, simple percentages, and chi-square were employed to analyze the questionnaires administered to pension managers, current contributors, and retirees. The authors concluded that the contributory pension scheme has boosted economic growth in Nigeria through significant and positive implications on the lives of the participants and the impact on the capital market. Strict monitoring of pension managers and increased awareness to achieve the program's success more than what is being achieved at the moment were further recommended. Ojiya, Ajie, and Isiwu (2017) re-examined the belief and carried out an empirical analysis using the Granger Causality Test and the econometric tool of SPSS to assess the impact of the contributory pension system on Nigerian economic growth. Using data from the World Bank database and various issues of PenCom annual reports, the study concluded that pension funds or savings have a positive but insignificant impact on economic growth. The study's conclusion indicates that pension funds have not been judiciously used to boost economic growth in Nigeria due to safety and investment restrictions by the regulatory authorities.

Chizueze, Nwosu, and Agba (2011) worked on the commitment of civil service workers and their attitudes towards contributory pension schemes. As concluded in the study, the contributory pension scheme significantly and positively affects employees' attitudes toward retirement as workers are more confident and relaxed in the scheme than in the old defined benefit plan. As observed in the study, using the opinions of the active workers currently engaged to come to a study conclusion on the sustainability and capital adequacy of pension plans is

absolutely misleading. The regular salaries with other financial sources or resources at the disposal of the current employees may mislead/misinform them on the operations of pension plans during retirement. In addition to knowing how confident the employees in active service are, the confidence level of the actual retirees of the scheme needs to be investigated. Olanrewaju (2011) examined the welfare of retirees and the Pension Reform Act (PRA) using Marxian Theory to analyse the collected descriptive data in structured questionnaires given to some selected retirees in Nigeria. Olanrewaju (2011) concluded that organised private-sector retirees enjoy retirement benefits more than their public-sector counterparts because the government delays releasing or remitting contributions on behalf of the employees. The delay deprives a lot of retirees of assessing the retirement benefits as and when due upon retiring from the active service.

Although the PRA 2014 grants an employee access to the saved fund if such an employee loses a job and cannot find another one within four months, what about if an employer refuses to pay salary for several months due to circumstances beyond the control of such employer? For instance, during the coronavirus pandemic that shook the world in 2020, the pandemic impacted severely and worsened the living conditions of Nigeria's poor and vulnerable workers. Various palliative measures offered by the government and other concerned citizens could not cushion the adverse impact of the pandemic. The government should leverage pension funds to tackle poverty among workers during the pandemic era or any other disaster.

The determinants of any financial decision in an organization are risk and return, which are directly related. The optimal investment of pension funds contains different complexities while trying to secure returns that must be paid back to retirees. The investment of pension funds must be done carefully to avoid losing the invested capital. Kurfi (2003) explained that investment in pension funds faces two major risks: financial market and background risks. The first one is the risk associated with the exchange rate and asset price, while background risks involve external financial risks such as inflation and the risk associated with the income streams. Longevity risk occurs when retirees outlive their asset value. One of the main problems affecting the contributory pension scheme in Nigeria is the composition of investment outlets/windows to ensure the safety of pension funds (Banwo & Ighodalo, 2015). Due to the safety or security of the pension fund investment, there is inadequacy in the accumulated pool of pension assets/funds.

Aja (2015) carried out a study on contributory pension plans to see if the scheme introduction has resolved the delay witnessed by retirees on the monthly pension payments. A survey research design was used, and the opinions of retirees in seven federal establishments in Nigeria between 2008 and 2014 were randomly sampled using questionnaire and interview data collection methods. As noted from the opinions of the study, the delay witnessed still exists due to the manual approval process required in accessing retirement benefits. Aja (2015) recommended that PenCom use an appropriate software system to automate the approval process to greatly speed up the process and eliminate the administrative bottleneck emanating from multiple hardware or paperwork that passes from one desk to another before final approval.

In 2020, Adegboyega (2021) observed that sixty-three percent of registered employees in the CPS were male while thirty-seven percent were female, which shows there are more male workers than female workers. Although the female gender has a higher life expectancy, as observed by Rewane (2023), they are also disadvantaged due to their shorter working life experienced as a result of family and childbirth responsibilities. The family responsibilities ascribed to females interrupt incomes and work tenure, which causes vulnerability in terms of comparable occupations with the male gender (Beedie, 2015). According to Mojekwu and Adeyele (2010), female mortality is higher than male mortality after retiring from active service. On the contrary, Onifade (2021) stated that women are only more disadvantaged when purchasing retiree life annuity products because more premium is expected than the male counterparts in procuring RLA due to the female higher life expectancy. The 2004 PRA was discovered, after a few years of implementation, to be insufficient in terms of some

experiences and occurrences arising from some aspects of the provision of the Act (Ubhenin, 2012). The insufficiencies and inadequacies gave rise to the subsequent amendment and review in 2014. In other words, the incapability of the 2004 PRA to meet the needs of pensioners led to the amendment in 2014. The 2014 PRA (Amendment) now serves as Nigeria's principal and current law on pension and pension-related matters.

GMP is an income support from the government and a social security policy variant that entails resource redistribution to retirees (Apere, 2017). The funding of GMP is not only borne by the government. The Pension Protection Fund (PPF) is jointly funded by the Federal Government, the National Pension Commission, and pension administrators/operators. Aside from the government contribution of one percent of the employee wage bill, the pension operators also contribute three percent of the Annual Pension Protection Levy (APPL) from the management fees earned. According to Popoola (2021), FGN failed to pay its share of the contributions to the PPF after the PFAs had contributed their own quota of contributions. One can deduce that the failure of the government to play its part in PPF funding has stalled the implementation of the GMP. The outstanding government pension liabilities with the appetite to take additional loans could continue to prevent the ability to implement GMP. As disclosed in 2017 by the Chairman of the Pension Fund Operators Association of Nigeria, pension managers proposed a minimum monthly pension of fourteen thousand and four hundred naira to each retiree who collects less than that amount in the CPS (Longe, 2017). Judging by the economic role of inflation and the situation of things in Nigeria now, such an amount is ridiculous to be paid as a pension for a retiree who has put a considerable number of years into quality service.

Ibiwoye and Adesona (2011) expressed concern that the issue of GMP is only expressed in the paper as the government has not really shown appropriate commitment. The government made provision for the funding of GMP and other pension benefit shortfalls upon enactment of PRA as against the claim of Ibiwoye and Adesona (2011) in their study. The only issue militating the provision made by the government is the commitment to the provision. Nwoji (2023) noted that the delay in GMP has led PenCom to make provisions for enhanced pensions for retirees under the Programmed Withdrawal (PW) option. The provision excludes retirees who are using annuity as the pension retirement option. The enhanced pension for PW retirees cushions the effect of GMP non-implementation. According to Pension Nigeria (2023), PenCom paid out pension enhancements for retirees in December 2020, February 2022, and February 2023. In the draft regulation, a pensioner eligible for GMP shall not benefit from enbloc withdrawal (Pension Nigeria, 2023). As Pension Nigeria (2023) stated, enbloc withdrawal is paid to those pensioners (on the PW benefit payment option) whose balance in the RSA cannot provide at least a monthly pension of one-third of the minimum wage. Enhancing pension benefits for only retirees on the PW option while neglecting retirees on the annuity option has considerably raised concerns by affected retirees and stakeholders despite the good intentions and aspirations of the initiative regulation (Apere, 2023). According to PenCom (2020), if a pensioner has a balance of not more than five hundred and fifty thousand naira in the RSA upon retirement, such retiree will be allowed to withdraw the entire amount as a lump sum, but if the RSA balance is more than this amount, the retiree will be placed on monthly pension. A lump sum withdrawal of a maximum of twenty-five percent by retirees upon retirement will only be allowed and possible provided that the remaining balance is sufficient to procure programmed withdrawal or annuity payment of an amount of not less than fifty percent of the pensioners' monthly emolument prior to the time or month of their retirement (PenCom, 2020).

In a defined contribution pension system, the individual retiree receives what the accumulated savings can purchase at retirement. The side effect of the system is that the benefit purchased by low-income retirees may be too low to sustain the retirees due to the time value of money and the volume of their remuneration while in active service. The government is expected to subsidize pension benefits by setting a minimum guaranteed amount of pension when the available balance in the retirement savings account of a prospective low-income retiree cannot guarantee a minimum standard of living (Ford & Browning, 2016). The funding of the Guaranteed

Minimum Pension is provided for in Section 82 of the year 2014 PRA. A pension reform faces a lot of political opposition in Nigeria, resulting in delays and higher adjustment costs (Agba, 2008). Sometimes, the pension benefits may not suit the major party (retirees) involved as a result of insufficiency or inability of retirees to meet the financial obligations due to inadequate capital or contributions made while in active service (Sogunro, Ayorinde & Adeleke, 2019).

Sogunro, Ayorinde, and Adeleke (2019) estimated that low-income earners would have to contribute more than twenty-eight percent of their emoluments for forty years to maintain or enjoy at least a fair standard of living. The study respectively used CONUASS (Consolidated University Academic Salary Structure) and CONTISS II (Consolidated Tertiary Institution Salary Structure) for academic and non-academic staff of the federal university in Nigeria. Nyong and Duze (2011) have defined retirement as the period people stop working while continuing to receive income, but this does not seem applicable to most low-income retirees. Nyong and Duze (2011) worked on retirement planning in Nigeria. They examined the ability of the current retirement scheme to provide sufficient old-age financial security for retired teachers in Nigeria. The retirees were not comfortable with the provision of PRA 2004 in catering to their basic needs during retirement due to the inadequacy of the benefits received. A large number of low-income retirees return to the informal sector to continue working in order to support their family's basic needs. According to Wolf and López Del Río (2021), retirees look for financial supplements to help their financial needs due to benefit insufficiency. The two common supplements open to retirees are agriculture (fishery, poultry, pig, or crop farming) and trading.

According to Apere (2017), assessing the adequate sustainability of the pension system requires proper actuarial analyses that estimate the future cash flows in accordance with the detailed profiles of the contributors and the existing retirees, considering the national demographic and economic variables. Unfortunately, Nigerian pension managers do not employ such detailed actuarial analyses in relevant pension cases (Ibiwoye & Adesona, 2010). In cases where actuarial analyses are employed, the assumptions made in the analyses with respect to future growth rates, future lifetime of retirees, interest rate, and investment returns make the analyses unrealistic and difficult to apply. After many years of reforming Nigeria's pension system, some issues limit the scheme's success. Ajijola and Ibiwoye (2012) observed that a lot of people prefer programmed withdrawal to a life annuity option because many retirees do not know more about longevity risk and the importance of using an annuity as a retirement benefit option. The large number of people using the PW pension benefit option can cause the current pension scheme in Nigeria to suffer the same fate as the old defined pension benefit system if the expected lifetime of survival is exceeded. Professional advice and a series of actuarial publications on pension or pension-related matters can help retirees with the best option to choose. However, unfortunately, many actuarial reviews in Nigeria on matters relating to pensions are not adequately utilised, published, or used judiciously by the regulatory authorities (Apere, 2017).

#### **2.4. Literature Gap**

Despite many studies on the subject matter, there still exist gaps to fill in the empirical literature regarding a study that pays special attention to the plights and fears of low-income retirees of the contributory pension scheme of the federal public sector regarding the sufficiency of retirement benefits. This study not only looks into the welfare and post-retirement standard of living of retirees in the public sector but also pays more attention to those retirees whose take-homes while in active service could barely satisfy the needs of their family members. From the reviewed literature, there has not been any serious attempt to see if the benefits received by the retired low-income employees of the public service of the federation enable them to live comfortably in retirement by working out the minimum guaranteed amount of pension in respect to that. From the study of Sogunro, Ayorinde, and Adeleke (2019), the savings accumulated by low-income retirees through contributions could not provide fair living standards upon retirement. There is a need for subsidy by the government to augment the

retirement benefit for the minimum standard of living. Developing such a minimum pension amount is one of the objectives of this study.

This study also builds on the study of Nyong and Duze (2011) and limits the investigation to low-income retirees of the federal public service in Nigeria. Unlike the study of Nyong and Duze (2011), which made use of only a quantitative approach, this study makes use of both quantitative and qualitative approaches to investigate the level of comfort or financial security enjoyed by low-income retirees. In the course of this study, appropriate software is used to analyze data quantitatively and qualitatively. It calls for concerns for low-income earners if teachers, with the levels of the job qualification requirements and high probability of not retiring as low-income retirees, could be unsatisfied with the benefits packages received under the current pension system.

In the research work of Ibiwoye and Adesona (2011), various costs incurred by the Federal Government of Nigeria in providing GMP were computed based on a mere assumption of eighteen thousand naira as GMP. The result arrived at would not stand the test of time due to the arbitrary choice of any amount as the GMP. Besides, the costs computed in the study would distort the conclusion because the computation of funding or cost of GMP depends greatly on the quantitative and quality analyses of the appropriate amount of GMP rather than using a merely assumed or illustrated value used in research of another country with different economic situation from Nigeria. The study calculated the subsidy to be provided by the government to supplement the pension shortfall without specifying the exact qualifying years of contributions for GMP eligibility. In the course of this study, qualifying years for GMP will be specifically stated, with the appropriate contributions expected for funding purposes. The modalities of GMP (with some problems and challenges limiting its implementation) and the average/expected minimum amount of pension a retiree is entitled to are missing in the related pension literature in Nigeria.

In summary, based on the theoretical literature and framework reviewed/adopted in this study with the corresponding empirical evidence, the literature gaps have necessitated this study. A few studies have been embarked on by many researchers on the contributory pension scheme before and after the enactment of PRA in Nigeria in the year 2004, but not many studies have examined pension issues and challenges directly affecting only the low-income retirees of the federal public service establishments (below GL 06) in Nigeria in the following study areas.

- i. The level of comfort enjoyed by the federal establishment low-income retirees in Nigeria.
- ii. The expected average amount of the minimum pension using the CONPSS salary structure.
- iii. The pension contributions can cater to the basic necessities of life in terms of feeding, clothing, and shelter.

The missing areas in the existing literature are gaps this study fills and bridges to contribute to knowledge.

### **3. Methodology**

#### **3.1. Research Design**

A cross-sectional descriptive sample survey method is the major research design for the study.

#### **3.2. Population of the Study**

One retiree was selected from each federal establishment to form the target population for the study. The study population comprises 1316 federal establishment low-income retirees who are presently beneficiaries of the defined contribution pension plan.

### 3.3. Sample Size and Sampling Technique

As a result of homogeneity and uniformity in the federal public service in terms of grade levels, salary structure, or systems, a simple random sampling technique was adopted. In order to determine the sample size of the study, the Taro Yamane formula was used with a 90% confidence level as follows:

$$s = \frac{P}{1 + Pe^2} \cong 93$$

In addition to the 93 retirees, seven more respondents comprising 4 pension managers, consultants, salary commission, and pension union representatives were selected. The total sample size comprises 100 respondents.

### 3.4. Methods of Data Collection

The primary data consists of raw facts from the interview conducted. In contrast, the secondary data were obtained from readily compiled, accessible, and downloadable data to complement or confirm the data gathered through the primary source. The study drew greater knowledge from the PRA and a series of publications from NSIWC and PenCom, such as annual reports, pension updates, quarterly reports, pension Frequently Asked Questions (FAQ), and so on. Other secondary sources comprise a series of publications relevant to pension management and administration in different textbooks, articles, journals, newspapers, forums, conferences, seminars, etc. The qualitative data, which provide an in-depth investigation, were generated by the interviews carried out face-to-face, using the Zoom application, WhatsApp video calls, and telephone calls. The various means of interviews adopted enabled the respondents to be reached irrespective of the locations and also given the opportunity to eliminate confusion, misinformation, and ambiguity during analysis.

### 3.5. Methods of Data Analysis

Descriptive statistics contain tables, diagrams, charts, and simple percentages to show how a variable among a particular data set is fairly distributed in the whole set. Inferential statistics used in analysing the data are the pension annuity formula, fund accumulation formula, and Ordinary Least Square (OLS) Model.

In actuarial work, choosing an appropriate probability density distribution function to analyze a particular data set is a very serious task. In order to perform the task of choosing the appropriate PDF that best suits the data used, EasyFit 5.6 Professional Software was employed. EasyFit Software generates statistics using three models (Kolmogorov Smirnov, Anderson Darling, and Chi-Square) to select the best fit for the data. The statistics generated by the software in each model were ranked to determine the best fitness for the probability distribution used.

#### 3.5.1. Formula/Model Specification

Salary Growth Rate ( $g$ )

$$\begin{aligned} F_2 &= S(I+g) + Sg(1+g) \\ &= S(1+g)[1+g] \\ &= S(1+g)^2 \end{aligned}$$

Following the above pattern,  $F_3 = S(1+g)^3$ .

$$\begin{aligned} \text{Therefore, } F_n &= S[(I+g) + g(1+g) + g(1+g)^2 + \dots + g(1+g)^{n-1}] \\ &= S(1+g)^n \end{aligned} \tag{1}$$

Accumulated Value of Contributions ( $S_n$ )

The total contribution made into the retirement savings account is eighteen percent (18%) of the series of salaries. The accumulated value of the series of salaries received by a retiree for n years of service is represented in Figure 2.

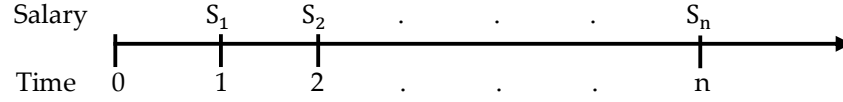


Fig. 2 Salary accumulation series

$$S_{\overline{n}|} = (1+g)^{n-1} + (1+g)^{n-2} + (1+g)^{n-3} + \dots + 1$$

Summing up the series;

$$= \frac{(1+g)^{n-1}[1-v^n]}{1-v}, \text{ where } v = \frac{1}{1+g}$$

$$= \frac{v(1+g)^n[1-v^n]}{1-v}, \text{ where } 1-v = gv$$

$$= \frac{v(1+g)^n[1-v^n]}{gv}$$

$$S_{\overline{n}|} = S \frac{(1+g)^n - 1}{g} \quad (2)$$

*Pension Annuity Payment*

Pension payment

Time

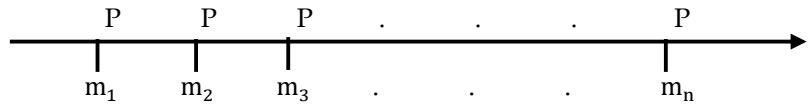


Fig. 3 Pension annuity payments

$\ddot{a}_{\overline{n}|}$  The present value of the series of pension annuity payments consisting of n payments of P at the beginning of each of the next m<sup>th</sup> time periods is represented by P.

$$\ddot{a}_{\overline{n}|} = 1 + v + v^2 + \dots + v^{n-1}$$

Summing up;

$$\ddot{a}_{\overline{n}|} P = \frac{P(1-v^n)}{1-v} \quad (3)$$

*Ordinary Least Square (OLS)*

The contributions serve as the independent variable(X), while the retirement benefit is the dependent variable (Y). Hence, the Equation is defined as:

$$\hat{Y} = a + b X \quad (4)$$

$$b = \frac{n \sum XY - \sum X \sum Y}{n \sum X^2 - (\sum X)^2} \quad (5)$$

$$a = \frac{\sum X^2 \sum Y - \sum X \sum XY}{n \sum X^2 - (\sum X)^2} \quad (6)$$

#### Test of Reliability of the Model

Standard Error of the Estimate ( $S_e$ )

$$S_e = \sqrt{\frac{\sum (Y - \hat{Y})^2}{n-2}} \quad (7)$$

#### 3.5.2. Assumptions

- i. Returns on investment on the pension contributions of retirees when in active service are ignored. This is due to the role of inflation and other negative return effects on the future value of the invested contributions. It is assumed that the accumulated interest on invested contributions throughout the entire service years of the retirees will lose its value in the long run as a result of the effect of inflation and the time value of money over the years of contributions. It is logical to assume that interest on investment and other positive impacts offset the effect of inflation and other adverse investment effects, making the accumulated contributions remain the exact monetary value contributed by the retirees.
- ii. Retirees did not exceed Grade Level Five (GL 05) before retirement.
- iii. The retiree's final salary prior to retirement was not more than fifty thousand naira using a unified and consolidated public service salary structure.
- iv. Retirees did not spend more than thirty-five (35) years in service, and sixty (60) years is the maximum age for retirement. No voluntary/early retirement is allowed before 20 years in service.
- v. Annuity due is assumed for the pension payment, while annuity immediately applies to the accumulated value of the contribution. By annuity due, pension payment commences immediately in the month of retirement. Applying the annuity immediate concept for the accumulation value of contributions shows a consistency that a contribution was made at the end of the month when an employee received a monthly salary.

The interpretation of the result given in the study is based on the analysis of the data collected or presented, having considered the relevant assumptions of the study.

## 4. Data Analysis and Interpretation

### 4.1. Presentation of Data

The secondary data contain various salary ranges received by pensioners and the series of all contributions made while in active service with the total retirement benefits paid by various pension managers/operators. The primary data were obtained from the field survey using various means of interview instruments to obtain information from the ninety-three retirees who retired not earlier than the year 2020 in order to have timely and relevant information.

The Consolidated Public Service Salary Structure (CONPSS) is the salary structure obtained from the National Salaries, Incomes and Wages Commission (NSIWC). CONPSS contains seventeen grade levels with different steps. Grade levels 1 - 10 have fifteen steps each, levels 11 – 14 have eleven steps each, and grade levels 15 – 17 have nine steps each. The contribution and retirement benefit data between 2004 and 2022 were retrieved from the series of annual reports/publications of PenCom. Contributions into pension funds started in 2004, while the payment of retirement benefits started in 2008, consisting of the retirement benefits of those who retired on the 25<sup>th</sup> of June 2007.

## 4.2. Analysis of Primary Data

### 4.2.1. Retirees' Interview

From the responses of the ninety-three retirees, the years spent in service were computed using the years/dates of employment and retirement. Table 2 shows the result.

**Table 2. Length of service**

| Length of Service | No. of Retirees | Percentage (%) |
|-------------------|-----------------|----------------|
| 20 - 25           | 48              | 51.6           |
| 26 - 30           | 31              | 33.3           |
| 31 - 35           | 14              | 15.1           |
| <b>Total</b>      | <b>93</b>       | <b>100.0</b>   |

Source: Researcher's Field Survey

**Table 3. Descriptive statistics of years of service**

| Statistic          | Value   | Percentile   | Value |
|--------------------|---------|--------------|-------|
| Sample Size        | 93      | Min          | 20    |
| Range              | 15      | 5%           | 20    |
| Mean               | 24.237  | 10%          | 20    |
| Variance           | 22.596  | 25% (Q1)     | 20    |
| Std. Deviation     | 4.7535  | 50% (Median) | 20    |
| Coef. of Variation | 0.19613 | 75% (Q3)     | 28    |
| Std. Error         | 0.49291 | 90%          | 31    |
| Skewness           | 0.52037 | 95%          | 33    |
| Excess Kurtosis    | -1.1932 | Max          | 35    |

Source: EasyFit software analysis

**Table 4. Grade level and last salary range (r) prior to retirement**

| Level | No. | r (₦' 000)       | No. |
|-------|-----|------------------|-----|
| 1     | 0   | $31 < r < 34$    | 06  |
| 2     | 0   | $34 \leq r < 37$ | 11  |
| 3     | 0   | $37 \leq r < 40$ | 29  |
| 4     | 41  | $40 \leq r < 43$ | 22  |
| 5     | 52  | $43 \leq r < 45$ | 25  |

Source: Researcher's Field Survey

The level of comfort enjoyed by low-income retirees in fulfilling major and basic needs of feeding, clothing, and shelter was estimated through various pension amounts received. Table 5 shows that a larger percentage of retirees receive an amount between ten thousand naira and fifteen thousand naira as a monthly pension.

**Table 5. Respondents' monthly pension amount**

| Monthly Pension (x) ₦'000 | Frequency (f) | Percentage (%) |
|---------------------------|---------------|----------------|
| $10 < x < 15$             | 44            | 47.3           |
| $15 \leq x < 20$          | 36            | 38.7           |
| $20 \leq x < 25$          | 13            | 14.0           |

Source: Researcher's Field Survey

**Table 6. Goodness of fit of Johnson SB probability density function on interviewees' pension amount**

|                                                                                                                        |         |         |         |         |         |
|------------------------------------------------------------------------------------------------------------------------|---------|---------|---------|---------|---------|
| <b>Johnson SB parameters:</b> $\hat{\alpha}=0.27789$ $\hat{\beta}=0.7013$ $\hat{\gamma}=14374.0$ $\hat{\delta}=8925.0$ |         |         |         |         |         |
| Kolmogorov-Smirnov                                                                                                     |         |         |         |         |         |
| Sample Size                                                                                                            | 93      |         |         |         |         |
| Statistic                                                                                                              | 0.07907 |         |         |         |         |
| P-Value                                                                                                                | 0.57848 |         |         |         |         |
| Rank                                                                                                                   | 1       |         |         |         |         |
| $\alpha$                                                                                                               | 0.2     | 0.1     | 0.05    | 0.02    | 0.01    |
| Critical Value                                                                                                         | 0.10947 | 0.12506 | 0.13891 | 0.15533 | 0.16666 |
| Reject?                                                                                                                | No      | No      | No      | No      | No      |
| Anderson-Darling                                                                                                       |         |         |         |         |         |
| Sample Size                                                                                                            | 93      |         |         |         |         |
| Statistic                                                                                                              | 0.7586  |         |         |         |         |
| Rank                                                                                                                   | 2       |         |         |         |         |
| $\alpha$                                                                                                               | 0.2     | 0.1     | 0.05    | 0.02    | 0.01    |
| Critical Value                                                                                                         | 1.3749  | 1.9286  | 2.5018  | 3.2892  | 3.9074  |
| Reject?                                                                                                                | No      | No      | No      | No      | No      |
| Chi-Squared                                                                                                            |         |         |         |         |         |
| Deg. of Freedom                                                                                                        | 6       |         |         |         |         |
| Statistic                                                                                                              | 5.892   |         |         |         |         |
| P-Value                                                                                                                | 0.43539 |         |         |         |         |
| Rank                                                                                                                   | 3       |         |         |         |         |
| $\alpha$                                                                                                               | 0.2     | 0.1     | 0.05    | 0.02    | 0.01    |
| Critical Value                                                                                                         | 8.5581  | 10.645  | 12.592  | 15.033  | 16.812  |
| Reject?                                                                                                                | No      | No      | No      | No      | No      |

Source: EasyFit Software Analysis

Among sixty-one probability functions tested using the Kolmogorov-Smirnov, Anderson Darling, and Chi-Squared Models, the Johnson SB Distribution was selected as the best pdf for the data judging by the model

statistics shown in Table 6. Fitting in the Johnson System Bounded PDF parameters, an average pensioner interviewed receives ₦15 087.00 as a monthly pension.

Only three retirees could make additional voluntary contributions while in active service, and about 96.8% of the retirees had other means of survival. From the responses of the retirees, various challenges under the contributory pension that seem to defeat the objectives of the scheme are the insufficiency of the benefit received, no impact of investment returns felt, non-review of pension benefits for a long time, inflation or purchase power of the pension amount; reluctance or non-implementation of regulation that increases the pension benefit of low-income retirees; leadership or competence problems which result to corruption or embezzlement of funds; undemocratic state of the pension industry which practically ties the hands of the fund contributors on a matter relating to management, administration and investment of pension funds.

#### 4.2.2. Pension Manager/Consultant Interview

The investment instruments do not give a higher yield, but the safety of the fund is guaranteed. There is an investment limit on each allowable instrument in order to diversify all investment instruments available to the PFA. The pension contributions are always safeguarded to ensure transparency, accountability, and safety. The key safeguards of the CPS contributions include ring-fencing of pension contributions; separating the assets of the pension managers from the pension funds; regulating and monitoring of pension contributions by the regulator and the concerned parties; prohibiting the usage of pension contributions as loan collateral or loanable funds; strict licensing requirements imposed on the custodian of pension contributions. On the compliance issue, the erring operator is punished by the appropriate authority for any case of non-compliance specified by the Act. The valuation reports submitted by PFAs at the end of each trading day help to verify compliance with the regulations by scanning for possible infractions. A few other challenges faced in the CPS, as observed by different respondents, include technical competence, more capacity building and institutional strengthening, national cohesion threats, and choice of management leadership based on regional or loyalty rewards instead of competence and qualification.

#### 4.3. Analysis of Secondary Data

In considering the two options of pension benefit payments of life annuity and programmed withdrawal, analysis was carried out on the various federal establishments' historical retirement benefits, pension contributions, and CONPSS salary structure.

##### 4.3.1. Programmed Withdrawal Option

Using EasyFit Software to analyze the CONPSS salary structure, the average monthly pension amount was derived. In order to find the best distribution fit, Table 7 displays sixty-one PDFs run by EasyFit Software using the Kolmogorov Smirnov, Anderson Darling, and Chi-Square.

Table 7. Summary of PDF and model goodness of fit

| # | Distribution | Kolmogorov Smirnov |      | Anderson Darling |      | Chi-Squared |      |
|---|--------------|--------------------|------|------------------|------|-------------|------|
|   |              | Statistic          | Rank | Statistic        | Rank | Statistic   | Rank |
| 1 | Beta         | 0.06021            | 17   | 2.0819           | 32   | 1.6267      | 12   |
| 2 | Burr         | 0.17499            | 44   | 3.9223           | 36   | 11.341      | 40   |
| 3 | Burr (4P)    | 0.42228            | 48   | 22.675           | 49   | 34.606      | 45   |
| 4 | Cauchy       | 0.13962            | 38   | 1.8068           | 30   | 2.4196      | 25   |

|    |                    |         |    |         |    |         |    |
|----|--------------------|---------|----|---------|----|---------|----|
| 5  | Chi-Squared        | 0.49456 | 52 | 531.12  | 57 | 158.8   | 50 |
| 6  | Chi-Squared (2P)   | 0.49781 | 53 | 593.43  | 58 | 87.12   | 48 |
| 7  | Dagum              | 0.55576 | 54 | 27.909  | 51 | 785.25  | 55 |
| 8  | Dagum (4P)         | 0.48567 | 50 | 42.09   | 55 | 90.733  | 49 |
| 9  | Erlang             | 0.07269 | 25 | 0.64516 | 21 | 2.0426  | 17 |
| 10 | Erlang (3P)        | 0.16535 | 42 | 3.9875  | 37 | 9.6801  | 36 |
| 11 | Error              | 0.08188 | 29 | 0.92055 | 26 | 2.23    | 24 |
| 12 | Error Function     | 1       | 60 | N/A     |    | N/A     |    |
| 13 | Exponential        | 0.57335 | 55 | 28.267  | 52 | 409.32  | 52 |
| 14 | Exponential (2P)   | 0.15309 | 41 | 4.8208  | 41 | 10.063  | 37 |
| 15 | Fatigue Life       | 0.07108 | 24 | 0.59777 | 20 | 2.8981  | 30 |
| 16 | Fatigue Life (3P)  | 0.04363 | 7  | 0.16938 | 6  | 0.94702 | 5  |
| 17 | Frechet            | 0.05622 | 16 | 0.27644 | 13 | 1.6723  | 13 |
| 18 | Frechet (3P)       | 0.04611 | 12 | 0.20652 | 11 | 2.0646  | 18 |
| 19 | Gamma              | 0.07033 | 22 | 0.65824 | 22 | 2.1445  | 22 |
| 20 | Gamma (3P)         | 0.04355 | 6  | 0.15785 | 5  | 0.34888 | 2  |
| 21 | Gen. Extreme Value | 0.03558 | 3  | 0.14768 | 4  | 0.63201 | 3  |
| 22 | Gen. Gamma         | 0.0744  | 27 | 0.69546 | 23 | 2.1701  | 23 |
| 23 | Gen. Gamma (4P)    | 0.0394  | 4  | 0.11928 | 3  | 1.273   | 8  |
| 24 | Gen. Pareto        | 0.04667 | 13 | 11.5    | 46 | N/A     |    |
| 25 | Gumbel Max         | 0.04713 | 14 | 0.2514  | 12 | 1.3779  | 9  |
| 26 | Gumbel Min         | 0.15114 | 40 | 4.6336  | 39 | 10.113  | 38 |
| 27 | Hypersecant        | 0.11404 | 36 | 1.3774  | 29 | 5.8342  | 32 |
| 28 | Inv. Gaussian      | 0.08353 | 30 | 0.78524 | 25 | 2.0152  | 16 |
| 29 | Inv. Gaussian (3P) | 0.04391 | 8  | 0.17037 | 7  | 1.1291  | 7  |
| 30 | Johnson SB         | 0.03318 | 2  | 0.05454 | 1  | 0.32112 | 1  |
| 31 | Kumaraswamy        | 0.24158 | 46 | 7.6744  | 44 | 15.953  | 43 |
| 32 | Laplace            | 0.14153 | 39 | 2.009   | 31 | 10.136  | 39 |
| 33 | Levy               | 0.62379 | 57 | 35.319  | 54 | 657.03  | 54 |

|    |                   |         |    |         |    |            |    |
|----|-------------------|---------|----|---------|----|------------|----|
| 34 | Levy (2P)         | 0.3348  | 47 | 9.6273  | 45 | 47.009     | 46 |
| 35 | Log-Gamma         | 0.06899 | 21 | 0.5627  | 17 | 2.8795     | 28 |
| 36 | Log-Logistic      | 0.06759 | 20 | 0.56803 | 18 | 2.0953     | 19 |
| 37 | Log-Logistic (3P) | 0.04803 | 15 | 0.28771 | 14 | 1.9136     | 15 |
| 38 | Log-Pearson 3     | 0.04315 | 5  | 0.19723 | 10 | 1.0795     | 6  |
| 39 | Logistic          | 0.09939 | 33 | 1.1086  | 28 | 4.7577     | 31 |
| 40 | Lognormal         | 0.07093 | 23 | 0.59604 | 19 | 2.8964     | 29 |
| 41 | Lognormal (3P)    | 0.04465 | 10 | 0.17992 | 8  | 1.5757     | 10 |
| 42 | Nakagami          | 0.07398 | 26 | 0.75464 | 24 | 2.7549     | 27 |
| 43 | Normal            | 0.08156 | 28 | 0.92538 | 27 | 2.63       | 26 |
| 44 | Pareto            | 0.17425 | 43 | 5.8229  | 42 | 11.802     | 41 |
| 45 | Pareto 2          | 0.61007 | 56 | 31.642  | 53 | 436.79     | 53 |
| 46 | Pearson 5         | 0.06719 | 18 | 0.50821 | 15 | 2.1301     | 21 |
| 47 | Pearson 5 (3P)    | 0.04551 | 11 | 0.19254 | 9  | 1.8759     | 14 |
| 48 | Pearson 6         | 0.0672  | 19 | 0.51204 | 16 | 2.1264     | 20 |
| 49 | Pearson 6 (4P)    | 0.49367 | 51 | 26.251  | 50 | 58.627     | 47 |
| 50 | Pert              | 0.09582 | 32 | 4.6716  | 40 | 7.9733     | 35 |
| 51 | Power Function    | 0.13806 | 37 | 3.0381  | 35 | 16.0       | 44 |
| 52 | Rayleigh          | 0.43438 | 49 | 19.131  | 47 | 175.66     | 51 |
| 53 | Rayleigh (2P)     | 0.09252 | 31 | 4.4509  | 38 | 7.6758     | 34 |
| 54 | Reciprocal        | 0.22324 | 45 | 6.1607  | 43 | 13.527     | 42 |
| 55 | Rice              | 0.66345 | 58 | 529.16  | 56 | N/A        |    |
| 56 | Student's t       | 1.0     | 59 | 1538.6  | 59 | 2.4153E+11 | 56 |
| 57 | Triangular        | 0.04441 | 9  | 2.1661  | 33 | 1.6267     | 11 |
| 58 | Uniform           | 0.1035  | 34 | 20.107  | 48 | N/A        |    |
| 59 | Weibull           | 0.11319 | 35 | 2.541   | 34 | 6.7257     | 33 |
| 60 | Weibull (3P)      | 0.03185 | 1  | 0.08981 | 2  | 0.63749    | 4  |
| 61 | Johnson SU        | No fit  |    |         |    |            |    |

Source: EasyFit Software Analysis

Table 7 shows different test statistics each model generates under the respective PDF to choose the best PDF for the analysis. Looking at Weibull Distribution (3P) with the statistics generated by the models, Kolmogorov Smirnov ranks 1<sup>st</sup>, Anderson Darling ranks 2<sup>nd</sup>, and Chi-Square ranks 4<sup>th</sup>.

From Table 8, the Weibull Probability Distribution (with 3 parameters) is the best fit for analyzing the average pension amount of low-income retirees based on the current salary structure of CONPSS. Fitting the parameters ( $\alpha=1.5632$   $\beta=5981.4$   $\gamma=29834.0$ ) into the mean ( $\bar{X}$ ) and the standard deviation ( $\delta$ ) of Weibull Distribution, the expected value and the deviation are ₦35 220 and ₦3 471.30, respectively. Examining the stability or normality of the results, the standardized measure of variability (coefficient of variation) was employed. A lower CV value of 9.86% suggests the distribution used is better in terms of normality, standard, and stability.

Table 8. Weibull distribution goodness of fit

| <b>Weibull (3P): <math>\alpha=1.5632</math> <math>\beta=5981.4</math> <math>\gamma=29834.0</math></b> |         |         |         |         |         |
|-------------------------------------------------------------------------------------------------------|---------|---------|---------|---------|---------|
| Kolmogorov-Smirnov                                                                                    |         |         |         |         |         |
| Sample Size                                                                                           | 75      |         |         |         |         |
| Statistic                                                                                             | 0.03185 |         |         |         |         |
| P-Value                                                                                               | 1.0     |         |         |         |         |
| Rank                                                                                                  | 1       |         |         |         |         |
| $\alpha$                                                                                              | 0.2     | 0.1     | 0.05    | 0.02    | 0.01    |
| Critical Value                                                                                        | 0.12167 | 0.13901 | 0.15442 | 0.17268 | 0.18528 |
| Reject?                                                                                               | No      | No      | No      | No      | No      |
| Anderson-Darling                                                                                      |         |         |         |         |         |
| Sample Size                                                                                           | 75      |         |         |         |         |
| Statistic                                                                                             | 0.08981 |         |         |         |         |
| Rank                                                                                                  | 2       |         |         |         |         |
| $\alpha$                                                                                              | 0.2     | 0.1     | 0.05    | 0.02    | 0.01    |
| Critical Value                                                                                        | 1.3749  | 1.9286  | 2.5018  | 3.2892  | 3.9074  |
| Reject?                                                                                               | No      | No      | No      | No      | No      |
| Chi-Squared                                                                                           |         |         |         |         |         |
| Deg. of Freedom                                                                                       | 6       |         |         |         |         |
| Statistic                                                                                             | 0.63749 |         |         |         |         |
| P-Value                                                                                               | 0.99574 |         |         |         |         |
| Rank                                                                                                  | 4       |         |         |         |         |
| $\alpha$                                                                                              | 0.2     | 0.1     | 0.05    | 0.02    | 0.01    |
| Critical Value                                                                                        | 8.5581  | 10.645  | 12.592  | 15.033  | 16.812  |
| Reject?                                                                                               | No      | No      | No      | No      | No      |

Source: EasyFit Software Analysis

#### 4.3.2. Life Annuity Pension Option

Using Equation (1) stated earlier, different salary growth rates based on the lengths of service are computed and displayed in Table 9.

Table 9. Computation of pooled salary growth rate

| Length of Service                | Salary Ratio | Salary Growth Rate (g) |
|----------------------------------|--------------|------------------------|
| 20                               | 1.0199       | 0.019989792            |
| 21                               | 1.019        | 0.019028899            |
| 22                               | 1.018        | 0.018156145            |
| 23                               | 1.017        | 0.017359936            |
| 24                               | 1.016        | 0.016630624            |
| 25                               | 1.0159       | 0.015960119            |
| 26                               | 1.015        | 0.015341584            |
| 27                               | 1.0147       | 0.014769202            |
| 28                               | 1.014        | 0.014237994            |
| 29                               | 1.0137       | 0.01374367             |
| 30                               | 1.013        | 0.013282519            |
| 31                               | 1.0128       | 0.012851309            |
| 32                               | 1.0124       | 0.012447217            |
| 33                               | 1.012        | 0.012067762            |
| 34                               | 1.0117       | 0.011710757            |
| 35                               | 1.0113       | 0.011374269            |
| Source: Researcher's computation |              | <b>0.015</b>           |

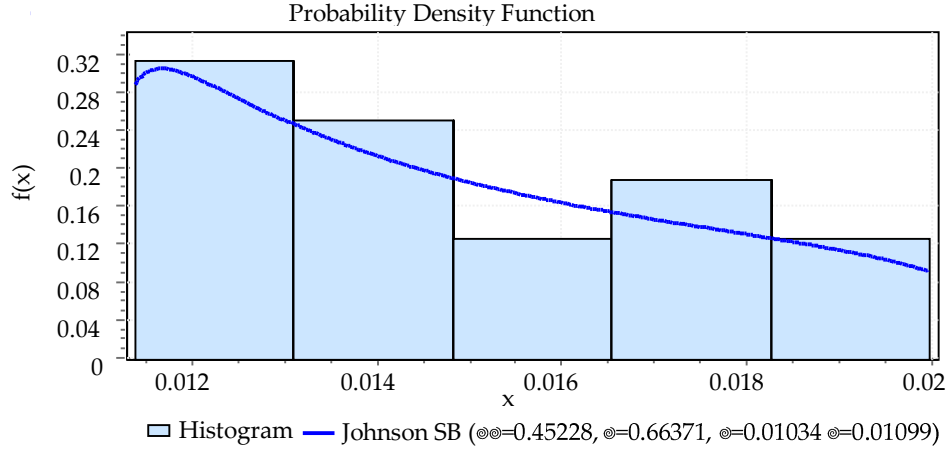


Fig. 4 Probability distribution of salary growth rate

Source: EasyFit Software Analysis

Figure 4 displays how the salary growth rates in Table 9 are distributed by the Johnson SB Probability Density Function. The salary growth rates for different lengths of service range between 1.1% and 2%. Applying the parameters of the PDF in the mean value, the pooled salary growth rate is 0.015. Using the pooled salary growth rate, the accumulated value of eighteen percent (18%) pension contributions can be derived using Equation (2).

$$\begin{aligned} \text{Average Accumulated Value of Salaries (AAVS)} &= 12 * \text{₦}35\,220 \frac{(1+0.015)^{35} - 1}{0.015} \\ &= \text{₦}19\,269\,040.03 \end{aligned}$$

$$\text{Average Accumulated Value of Contributions (AAVC)} = 18\% \text{ of AAVS} = \text{₦}3\,468\,427.205$$

Using Equation (3) to compute the average annual Pension (P) when the average contributions of a retiree amounted to ₦3 468 427.205 p.a.

$$\begin{aligned} \text{₦}3\,468\,427.205 &= \frac{P(1 - 0.985^{10})}{1 - 0.985} \\ \text{₦}3\,468\,427.205 &= 9.361P \\ P &= \frac{\text{₦}3\,468\,427.205}{9.361} \\ &= \text{₦}370\,537.9827 \\ \text{Monthly Pension} &= \frac{\text{₦}370\,537.9827}{12} \\ &= \text{₦}30\,878.17 \end{aligned}$$

#### 4.3.3. Guaranteed Minimum Pension (GMP)

The values in both pension benefit options (programmed withdrawal and annuity) differ. A larger pension value of ₦35 220.00 got in programmed withdrawal than annuity (₦30 878.17) option explains the reason many retirees go for programmed withdrawal instead of annuity. In the end, all values will be equal because the annuity fund is inexhaustible, while programmed withdrawal can be exhausted. For fairness, the minimum

guaranteed pension should be a uniform amount irrespective of the benefit option adopted to maintain the balance between the two values to produce the GMP at no extra cost.

$$\begin{aligned} \text{GMP} &= \frac{\text{N } 35\,220.00 + \text{N } 30\,878.17}{2} \\ &= \frac{\text{N } 66\,098.17}{2} \\ &= \text{N } 33\,049.01 \end{aligned}$$

Although an average pension amount of ₦ 33 049.01 is still not enough coupled with the current state of the Nigerian economy, one of the theories on which this study is based is the theory of Life Cycle Hypothesis (LCH) (in Section 2.1.4 of the study) which believes that consumptions reduce towards the later years in the life cycle of mankind because most of the achievable goals set by individuals must have been accomplished before retirement. Consumption during retirement is mostly channelled to the necessities of life, such as feeding, clothing, and shelter. For one thousand, three hundred and sixteen (1316) MDAs in Nigeria with at least one low-income retiree in each of the federal establishments, the total retirement benefit per annum is  $12 \times \text{N } 33\,049.01 \times 1316 = \text{N } 521\,909\,965.90$ . For a period of ten years, the value of the benefit is  $10 \times \text{N } 521\,909\,965.90 = \text{N } 5\,219\,099\,659$ .

#### 4.4. Funding

As indicated in Section 2.1.3. (Theory of Pension Funding and Policy), it is important to consider the funding or cost implication of GMP to continue sustaining the policy of GMP implementation. The Pension Funding Policy Theory combines the attributes of Deferred Wage (in Section 2.1.1.) and the Expectancy Theories (in Section 2.1.2.). Table 10 shows the analysis of total pension contributions and retirement benefits from 2004 to 2022 using Equations (4) to (7).

Table 10. Analysis of pension contributions and retirement benefits (2004-2022)

| Year | X      | Y      | X, Y     | X <sup>2</sup> | Ŷ        | (Y-Ŷ)            | (Y-Ŷ) <sup>2</sup> |
|------|--------|--------|----------|----------------|----------|------------------|--------------------|
| 2004 | 15.6   | 0      | 0        | 243.36         | -39.74   | 39.74            | 1579.268           |
| 2005 | 34.68  | 0      | 0        | 1202.702       | -31.154  | 31.154           | 970.5717           |
| 2006 | 60.41  | 0      | 0        | 3649.368       | -19.5755 | 19.5755          | 383.2002           |
| 2007 | 148.97 | 0      | 0        | 22192.06       | 20.2765  | -20.2765         | 411.1365           |
| 2008 | 180.09 | 13.85  | 2494.247 | 32432.41       | 34.2805  | -20.4305         | 417.4053           |
| 2009 | 228.31 | 35.85  | 8184.914 | 52125.46       | 55.9795  | -20.1295         | 405.1968           |
| 2010 | 265.49 | 43.27  | 11487.75 | 70484.94       | 72.7105  | -29.4405         | 866.743            |
| 2011 | 348.48 | 72.12  | 25132.38 | 121438.3       | 110.056  | -37.936          | 1439.14            |
| 2012 | 461.76 | 94.84  | 43793.32 | 213222.3       | 161.032  | -66.192          | 4381.381           |
| 2013 | 503.92 | 142.17 | 71642.31 | 253935.4       | 180.004  | -37.834          | 1431.412           |
| 2014 | 581.73 | 182.8  | 106340.2 | 338409.8       | 215.0185 | -32.2185         | 1038.032           |
| 2015 | 558.96 | 206.47 | 115408.5 | 312436.3       | 204.772  | 1.69799999999998 | 2.883204           |

|      |                |                |                |                |          |                        |                 |
|------|----------------|----------------|----------------|----------------|----------|------------------------|-----------------|
| 2016 | 488.2          | 208.01         | 101550.5       | 238339.2       | 172.93   | 35.08                  | 1230.606        |
| 2017 | 610.84         | 292.81         | 178860.1       | 373125.5       | 228.118  | 64.692                 | 4185.055        |
| 2018 | 607.55         | 283.86         | 172459.1       | 369117         | 226.6375 | 57.2225                | 3274.415        |
| 2019 | 700.69         | 342.28         | 239832.2       | 490966.5       | 268.5505 | 73.72949999999999      | 5436.039        |
| 2020 | 908.09         | 320.08         | 290661.4       | 824627.4       | 361.8805 | -<br>41.80050000000001 | 1747.282        |
| 2021 | 879.15         | 326.32         | 286884.2       | 772904.7       | 348.8575 | -22.5375               | 507.9389        |
| 2022 | 891.25         | 383.85         | 342106.3       | 794326.6       | 354.3025 | 29.5475                | 873.0548        |
|      | <b>8474.17</b> | <b>2948.58</b> | <b>1996837</b> | <b>5285179</b> |          |                        | <b>30580.76</b> |

Source: Researcher's Computation from MS Excel

From the table,

$$a = \frac{(5285179.302)(2948.58) - (8474.17)(1996837.476)}{19(5285179.302) - 8474.17^2}$$

$$= \frac{-1337766248}{28606849.55}$$

$$= -46.76384393$$

$$= -46.76$$

$$b = \frac{19(1996837.476) - 8474.17(2948.58)}{19(5285179.302) - 8474.17^2}$$

$$= \frac{12953143.87}{28606849.55}$$

$$= 0.452798685 = 0.45$$

$$\hat{Y} = -46.76 + 0.45X \text{ (First regression equation)}$$

$$S_e = \sqrt{\frac{30580.75897}{17}} = 42.413$$

Applying the regression equation to compute the expected contributions;

$$\hat{Y} = -46.76 + 0.45X,$$

Where,  $\hat{Y} = \text{₦}5219099659$

$$5.219099659 = -46.76 + 0.45X$$

$$X = \frac{51.98294359}{0.45}$$

$$= \text{₦}115.5176524$$

#### 4.5. Discussion

The low-income retirees examined in this study retired at grade levels four and five, having served for 20 to 35 years (as shown in Tables 2, 3, and 4). The series of processes and multiple forms filled out by intending retirees during documentation have reduced the problems they encounter in accessing their pension benefits. Also, the early notification of retirement by employers to the pension operators and regulatory authorities has helped to combat the issues of non-payment of benefits witnessed in the old system. Prospective retirees solve documentation problems before retirement due to early processing start. The volume of contribution made to RSA by low-income employees is determined by the amount earned as salaries.

From Table 5, what the low-income retirees get as pension benefits cannot satisfy the basic necessities of life in terms of feeding, shelter, and clothing as a result of the insufficient salaries (shown in Table 4), which the pension contributions were based on while in active service. The meagre salaries received while in active service did not allow them to make additional voluntary contributions to augment the pension fund. The insufficiency of pension benefits has led old retirees to search for another job after retirement to sustain body and souls. Life is difficult for this set of retirees as the body is weak for new job engagement. Compliance issues used to be a greater problem common among pension operators because the Pension Reform Act enacted in 2004 was silent on some punishments to be given to erring operators. The PRA 2014 has tried to amend some areas whose punishments were silent in the previous act. Furthermore, any operator who misappropriates any pension fund will be dealt with accordingly.

The pension benefit received by the low-income retirees of the federal public service in Nigeria is insufficient despite considerable years spent in active service. It is, therefore, compulsory to implement a guaranteed minimum pension to help low-income retirees meet the basic needs of feeding, shelter, and clothing. This study has computed a GMP of ₦ 33 049.01 as a ten-year monthly pension, which will require pension funding or contributions of ₦115.5b. The funding only covers 1316 low-income retirees in the federal public service in Nigeria. The value can now be adjusted based on the number of retirees envisaged. The FGn is expected to make up for any shortfall in the pension funds as a pension subsidy if the pension contributors do not contribute up to that amount. One of the major challenges of the pension system in Nigeria is corruption. Bureaucratic corruption is responsible for the government's inability to implement welfare packages for retired low-income workers due to nepotism or favouritism in the choice of leadership based on loyalty/party reward instead of competence. In Table 3, most retirees spent 20 years in active service, and Rewane (2023) found that most retirees die within 10 years after normal retirement of 60 years. In line with Rewane (2023) and the analysis shown in Table 3, GMP's qualifying year of service is 20 years, and the payment ceases after 10 years of subsidy payment. After this period, the retirees revert to their original pension amount without subsidy. During this period, the appetite of retirees for some levels of basic necessities of life (such as feeding, clothing, and housing needs) has reduced to the barest minimum. Retirees can now survive with less amount than the GMP.

#### 4.6. Summary of Findings

Based on the analysis of data carried out in this study, Table 11 summarises the research findings.

Table 11. Summary of findings

| Contents                                            | Findings                                                                                               |
|-----------------------------------------------------|--------------------------------------------------------------------------------------------------------|
| Pension or life market                              | Competitive. The competition channels the operators to manage and invest the pension funds rationally. |
| Level of welfare or comfort of low-income retirees. | The welfare package is insufficient and does not meet retirees' minimum living standard.               |

|                                         |                                                                                                                                                                                                                                                                            |
|-----------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Investment and safety of pension funds. | Restriction mitigates efficient investment returns but assures the safety of funds.                                                                                                                                                                                        |
| Actuarial principles                    | It is not fully applied by the pension operators to benefit all parties accordingly. The operators place their profit maximization goal above the contributors' welfare.                                                                                                   |
| Average amount of GMP                   | ₦ 33 049.01 per month                                                                                                                                                                                                                                                      |
| Expected contribution/funding.          | ₦ 115.5176524 billion for ten years                                                                                                                                                                                                                                        |
| CPS challenges                          | Limited investible assets, benefit insufficiency, stringent regulation and compliance, unreliable statistical data, undemocratic state of the pension industry, incessant inflation, leadership/governance challenges, capacity building, and institutional strengthening. |

## 5. Conclusion and Recommendation

### 5.1. Conclusion

This study examined the sufficiency of the pension benefits received by low-income retirees of the federal public service in Nigeria. As observed in this study, pension benefits received by retirees under the programmed withdrawal option are more than that of the life annuity option. The logical explanation for this is that the life annuity pension payment is for the entire lifetime of the retirees, while the programmed withdrawal option has an expiration time. Aside from the lifetime pension provision of the annuity option, it is absolutely necessary to bring in another player not just to participate in the pension system but also to serve as a watchdog for pension managers and administrators in the way pension funds are being managed or accumulated in order to curb the problem of benefit insufficiency. As Nigeria advances towards a dependable and comprehensive pension administration system, this study adds to the drive that provides the simulating evaluation of the efficient and effective sufficiency of the current pension system benefits. The study analysis serves as a direction to know which areas of the current pension plan can be improved upon for adequacy and sufficiency of retirement benefits. In order to adequately fund the minimum guarantee pension for low-income retirees and reduce the fiscal cost of the pension system, the government should review the excessively generous tax treatment of pension payments above a certain amount. The Pension Commission should also review commissions and curb the unnecessary hidden fees charged by pension operators/managers to increase the accumulated contributions of retirees.

### 5.2. Recommendation

Arising from the findings of this study, the following are recommended.

- In order to secure the future of retirees, only the life annuity option perfectly suits the purpose of providing pension payments for retirees.
- In order to adequately address the plights, issues, and challenges of pensioners in Nigeria, the government should create a separate ministry for pension that will be distinctly and solely responsible for all matters relating to pension issues.
- A GMP of ₦ 33 049.01 should be implemented for low-income retirees of the federal public service with the modalities of a minimum of 20 years in active service for qualification, and the pension subsidy will last for 10 years after the normal retirement age of 60 years old or 35 years in service. The guaranteed minimum pension will not run for more than one hundred and twenty months, and it can also be deferred at the discretion of the retirees. The retirees revert to the actual pension benefit amount without subsidy after a ten-year post-retirement or deferred period.

- Finally, the government should consider raising the normal retirement age from 60 years or 35 years of service to 65 years or 40 years in service to enable low-income earners to not only cater to their basic needs but also accumulate more pension funds for their retirement.

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