

Zamfara State Government



Review of Structure of MOBEP against Recommendations of Functional and Process Review Report

Ministry of Budget and Economic Planning

June 2013

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Acronyms and Abbreviations

DG	Director General
DoB	Department of Budget
DoEP	Department of Economic Planning
DoS	Department of Statistics
IT	Information Technology
MDAs	Ministries Departments Agencies
MDGs	Millennium Development Goals
SBS	State Bureau for Statistics
HDI	Human Development Index
PS	Permanent Secretary
MDGs	Millennium Development Goals
GDP	Gross Domestic Product

Executive Summary

This report reviews the structure of Ministry of Budget and Economic Planning against recommendations of Functional and Process Review Report. The Ministry of Budget and Economic Planning is charged with core functions of preparing the state budget and coordination of State planning processes. By all considerations, these are high state responsibilities that call for the best of practices in their discharge. This review was performed within the Corporate Planning process. The objective of the review is to evaluate the strengths and 'fit' of the existing structure against the recommended/revised functions and processes of the ministry.

In the report, the recommended and revised functions of the ministry and its existing structure are presented. This is followed by analysis and comments on the strengths and weaknesses of the structure. The relationship between the structure and strategy of the Ministry of Budget and Economic Planning were also emphasized.

Some of the major findings include:

- 1) The overall structure of the ministry is a mixture of functions and titles. Although there is an effort to reflect the units and their functions, overall the structure is not properly put together and does not reflect the revised functions of the ministry;
- 2) Many departments did not supply their organizational structure in writing for review. They only supplied the names of the units within the departments. Some units' name did not properly convey their functions;
- 3) There are overall functions of the ministry and within departments that are currently not housed under any department/unit. It is therefore not clear who is responsible for them. Reviewing the performance of the department on these functions and making officers accountable will be difficult or impossible;

- 4) Units such as Computer Services in the Budget Department and the IT Unit in the Statistics Department perform supporting services for the entire department. This is not reflected in the existing structure;
- 5) There is functional overlap of functions between units within a department that could cause friction between officers especially where/since job descriptions and demarcations are not made or clear.

Recommendations are then made for improving the structure to align it better with the functions of the ministry. Some of the recommendations include:

1. Structure should identify activities, decision level and units both within the ministry and in each department. This will give indication on 'responsibility and accountability' within the structure;
2. The structure should be comprehensive and 'account' for all functions of the ministry and its department;
3. There is need for proper job-evaluation and assignment to avoid or minimize the problems of friction and overlaps.

Section One: Introduction

Background/Introduction

Zamfara State Government made progress in its mandate mapping of four pilot MDAs (Office of the Head of Service, Ministry of Health, Ministry of Budget and Economic Planning and Ministry of Finance). These MDAs have articulated their vision and mission. They have also set their strategic and medium term objectives. The respective officials have validated the report on these. Plans and agreements are now being worked out for the implementation of the recommendations of the report.

The MoBEP has taken the next step in the Corporate Planning process, which is the functional and process review. The functions of the entire ministry on 'as is' basis were mapped. The functions of the five departments in the ministry – Administration, Budget, Economic Planning, Finance and Statistics – were mapped. Mapping of the processes performed in these functions by the departments then followed. This report documents the findings on the structure of the MoBEP and the extent to which it is aligned to the recommended functions and processes.

In the report the Recommended/Revised overall functions of the ministry and its existing structure are presented. This is followed by analysis and comments on the strengths and weaknesses of the structure. Recommendations are then made for improving the structure to align it better with the functions of the ministry. Each Department is similarly analysed and recommendations made for improvement. Functions of each unit in the revised structure are also identified. The roles to be performed by the Departments under their functions have also identified and are listed in Annex I.

Objectives

The objective of the review is to evaluate the strengths and 'fit' of the existing structure against the recommended/revised functions and processes of the ministry.

Process

A workshop was organized where the meaning, object and process of 'structure and function' review were discussed. The relationship between structure, efficiency and service improvements were emphasized during the presentation. The relationship between the structure and strategy of the MoBEP were also discussed and emphasized. It was further explained at the workshop that the purpose of reviewing the structure was to identify the strengths, weaknesses, and relevance of existing structure in order to align it better with the revised functions and processes of the ministry.

The PS, all the directors and senior officers of the ministry attended the workshop. Names of persons met in the process are attached in Annex III.

Major Findings

The findings of this report are detailed in the analysis under each department. Some of the major findings include:

- 1) The overall structure of the ministry is a mixture of functions and titles. Although there is an effort to reflect the units and their functions, overall the structure is not properly put together and does not reflect the revised functions of the ministry;
- 2) Many departments did not supply their organizational structure in writing for review. They only supplied the names of the units within the departments. Some units' name did not properly convey their functions
- 3) There are overall functions of the ministry and within departments that are currently not housed under any department/unit. It is therefore not clear who is responsible for them. Reviewing the performance of the department on these functions and making officers accountable will be difficult or impossible;
- 4) Units such as Computer Services in the Budget Department and the IT Unit in the Statistics Department perform supporting services for the entire department. This is not reflected in the existing structure;

- 5) There is functional overlap of functions between units within a department that could cause friction between officers especially where/since job descriptions and demarcations are not made or clear.

Recommendations

Detail recommendations have been made under the overall functions of the ministry and for each department in the body of the report. However, general recommendations include:

1. Structure should identify activities, decision level and units both within the ministry and in each department. This will give indication on 'responsibility and accountability' within the structure;
2. The structure should be comprehensive and 'account' for all functions of the ministry and its department;
3. There is need for proper job-evaluation and assignment to avoid or minimize the problems of friction and overlaps.

Section two: Review of Functions against Structure

Introduction

This section of the report reviews the recommended functions of the MoBEP and its departments. The recommended functions are those validated and approved by the ministry following the recommendations of the Functional and Process Review Report. The overall functions of the ministry are analysed and evaluated against the existing structure provided. A judgement is then made about the 'fit' of the structure to carry out the functions. Recommendations are made, where applicable, for improvement.

Overall Functions and Structure of the MoBEP

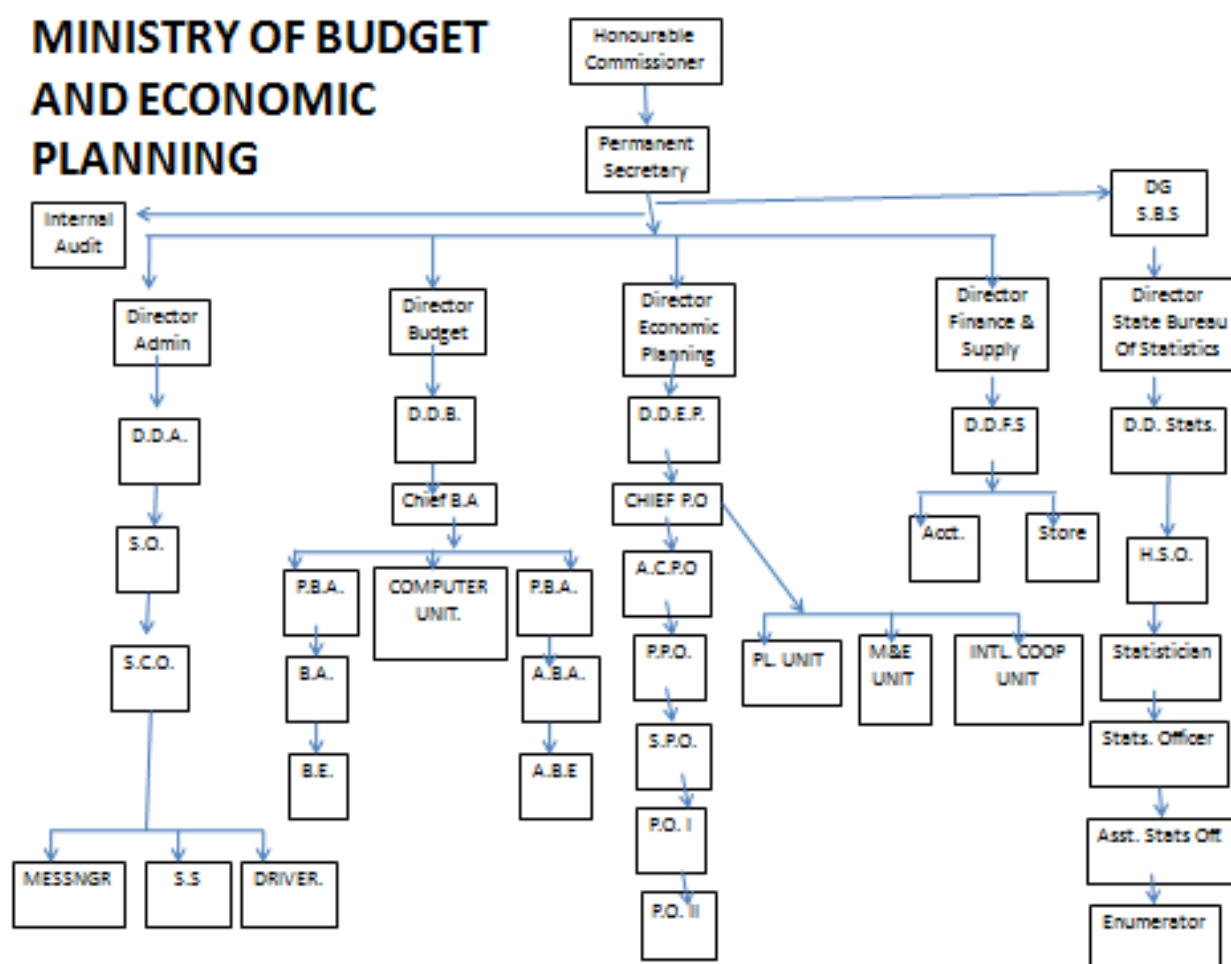
Overall Functions of the MoBEP

1. Support/Advise the government to make evidence-based and informed policy choices and decisions including identification of development priorities and resource allocation;
2. Manage the annual budget preparation processes in line with government priorities and policies and, accordingly, prepare the annual budget for approval and submission to the State Assembly by the Governor;
3. Monitor all development programmes and projects in the state and ensure that they are not only in line with its development priorities as outlined in the state planning documents but are also contributing to the stated outcome goals;
4. Monitor and control budget releases (i.e., certification) in line with the provision and evaluate budget performance and report findings to facilitate timely and informed action or review where necessary or needed;
5. Promote transparency, accountability and social inclusion in the budget preparation process and in its implementation;
6. Initiate and coordinate bilateral and multilateral assistance including Aid Management, donor support, MDGs activities, regional and zonal development initiatives in the state;

- Identify and foster Public Private Partnership opportunities in relevant sectors in the state, and develop and coordinate programmes that are beneficial to the state.

Existing Structure of MoBEP

The existing structure of the ministry is indicated in Figure 1 below. The structure shows that the PS has staff relationship with the DG, State Bureau of Statistics (SBS) and Internal Audit. The PS has a 'line' relationship with four directors. The DG, SBS also has a line relationship with the Director, SBS. The directors have line relationship with their deputies and other officers on the chain of command.



Comments on Structure of MoBEP

At the level of Directors the structure indicates the functions of each department in the ministry. This is good practice and is reproduced below. Beyond this the structure only names the office without any indication of responsibility/functions.

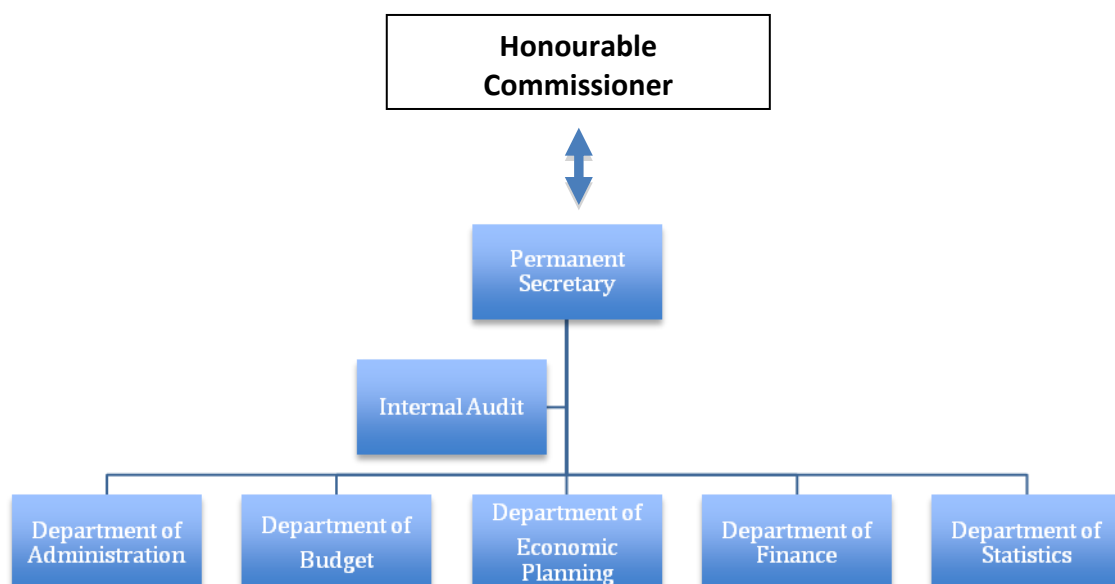
Although there is an effort to identify some units under the DoB and DoEP, this has not been properly achieved. For example, none of the units identified is reporting directly to the director, which is not the case in practice. The SBS has not taken off and cannot therefore be reported as a 'separate' structure as is being suggested by the current organogram. It is not clear who should be responsible for function 7 of the ministry. The output data generated by the SBS ought to provide input to other departments. This means that under the circumstance they should have a strong 'horizontal' relationship. The organogram indicates no relationship with other departments.

Recommended/Revised Structure of MoBEP

Based on the above, it is recommended that:

1. Structure should identify activities, decision level and units both within the ministry and in each department. This will give indication on 'responsibility and accountability' within the structure;
2. The structure should be comprehensive and 'account' for all functions of the ministry and its department;
3. There is need for proper job-evaluation and assignment to avoid or minimize the problems of friction and overlaps

The revised structure of the ministry is indication in Figure 2 below:



The units and their functions then follow this. For example the structure of DoEP will be structured as indicated in Figure 3 below:

Functions and Structure of DoEP

Functions of DoEP

1. Support/Advise government to formulate policies, plans and strategies to eradicate extreme poverty, illiteracy and minimize dependence on government and generate employment opportunities and facilitate development in the state;
2. Evaluate and analyze policy issues arising from the implementation of various programmes and projects;
3. Analyze the various aspects of schooling, higher education and overall knowledge management system in the state in the context of supply of quality human resources for the state's development and positioning needs.
4. Support the formulation of policies and strategies to promote balanced development across the state;
5. Formulate policies and strategies to promote national and international cooperation in line with the state and national priorities;
6. Monitoring and evaluating the implementation of development plans and budget and reporting to government;
7. Monitor and control capital budget releases (i.e., certification) in line with MDA provision and evaluate budget performance and report findings to facilitate timely and informed action or review where necessary;
8. Identify and foster Public Private Partnership opportunities in relevant sectors in the state, develop and coordinate programmes that are beneficial to the state.
9. Provide input to National planning commission on behalf of the state on development of National policy and strategic plans.

Comments on Structure and Functions DoEP

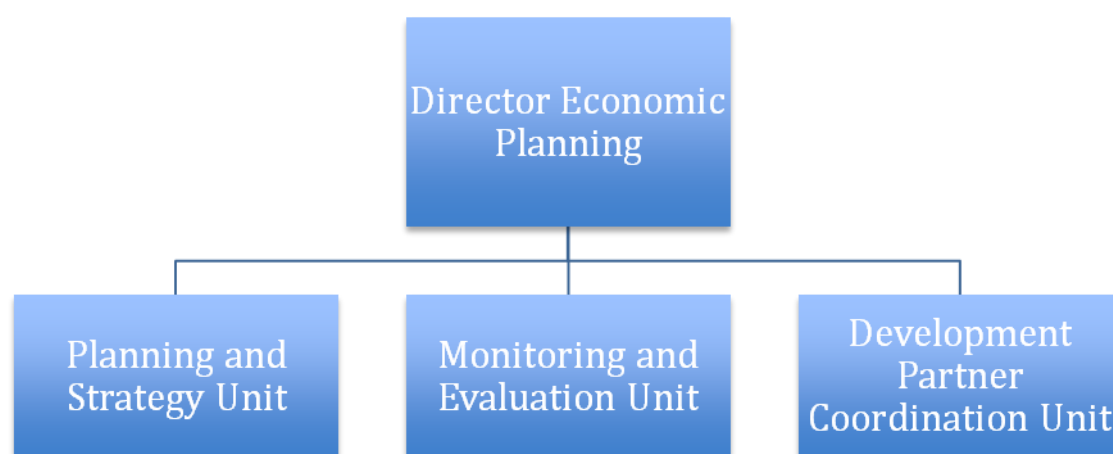
Documents supplied by the DoEP indicate that it has three units: 1) Planning, 2) Monitoring and Evaluation, and 3) International Cooperation/Technical Assistance. This is also indicated in the overall structure of the ministry (the DoEP did not supply

its structure). Which unit is responsible for each of the above functions can only be guessed because it is not clear from the overall structure of the ministry.

Recommended/Revised Structure of DoEP

It is recommended that the structure of DoEP be changed as indicated in Figure 3 below. It is further recommended that the name *International Cooperation/Technical Assistance Unit* should also be changed to broaden its scope. It is proposed that the unit be called *Development Partners Coordination Unit*.

Figure 3: *Structure of DoEP*



Each unit should be responsible for the functions listed under it as follows:

Planning and Strategy Unit:

1. Support/Advise government to formulate policies, plans and strategies to eradicate extreme poverty, illiteracy and minimize dependence on government and generate employment opportunities and facilitate development in the state;
2. Support the formulation of policies and strategies to promote balanced development across the state;
3. Formulate policies and strategies to promote national international cooperation in line with the state and national priorities;

Monitoring and Evaluation Unit:

1. Evaluate and analyze policy issues arising from the implementation of various programmes and projects;
2. Monitoring and evaluating the implementation of development plans and budget and reporting to government;
3. Monitor and control capital budget releases (i.e., certification) in line with MDA provision and evaluate budget performance and report findings to facilitate timely and informed action or review where necessary or needed.

Development Partners Coordination Unit:

1. Identify and foster Public Private Partnership opportunities in relevant sectors in the state, and develop and coordinate programmes that are beneficial to the state;
2. Provide input to National planning commission on behalf of the state on development of National policy and strategic plans.

Details of the roles to be performed under these functions are listed in Annex I.

Functions and Structure of DoB

Functions of DoB

1. Monitor and advise government on current and prospective macroeconomic issues including implications on zonal, regional, national and global socio-economic trends in the state.
2. Evaluate the macroeconomic context of the state and prepare a fiscal strategy document to guide and encourage government on fiscal discipline, budget realism and prioritization;
3. Evaluate socio-economic programmes against outcome goals, government investment and interventions in order to provide feedback for the relevant planning and implementation agencies of Government;
4. Support the formulation of policies and strategies to contribute to the diversification of and debate on national income, output, expenditure, and public sector accounts in the interest of the state;

5. Monitor and control recurrent budget releases (i.e., certification) in line with the MDA provision and evaluate budget performance and report findings to facilitate timely and informed action or review where necessary;
6. Annual Evaluation of Recurrent Fiscal Strategy and its Impact on state Budget;
7. Manage the annual budget preparation processes in line with government priorities and policies and, accordingly, prepare the annual budget for approval and submission to the State Assembly by the Governor.

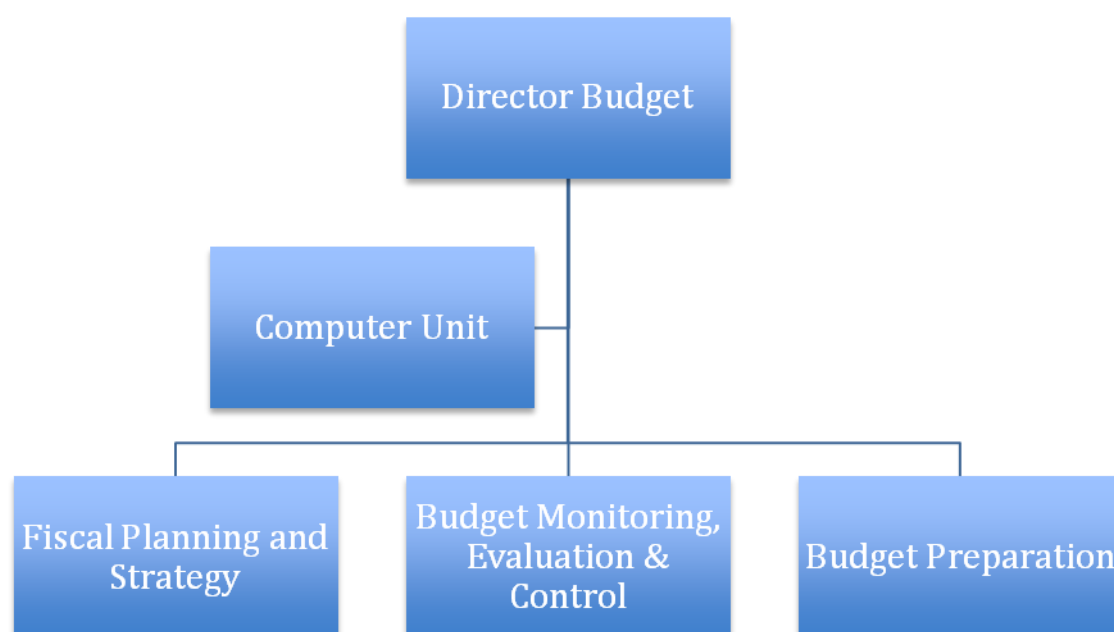
Comments on Structure and Functions DoB

The DoB did provide its structure at the time of the review. Documents it supplied during the functional review exercise indicates that it has three units: 1) Revenue Forecasting and Monitoring; 2) Expenditure Control and Inspection; and Computer. These units are also identified in the overall structure of the ministry show in Figure 1. The units as indicated appear to down play function 6 & 7 of the department. The computer unit is supporting the other two units in a 'staff' relationship, which is not recognized under the current structure.

Recommended/Revised Structure of DoB

It is recommended that the structure of DoB should be revised as indicated in Figure 4 below:

Figure 4: Structure of the DoB



Each unit should be responsible for the functions listed against it as follows:

Fiscal Planning and Strategy Unit:

1. Monitor and advise government on current and prospective macroeconomic issues including implications on zonal, regional, national and global socio-economic trends in the state.
2. Evaluate the macroeconomic context of the state and prepare a fiscal strategy document to guide and encourage government on fiscal discipline, budget realism and prioritization;
3. Support the formulation of policies and strategies to contribute to the diversification of and debate on national income, output, expenditure, and public sector accounts in the interest of the state.

Budget Monitoring, Evaluation and Control Unit:

1. Evaluate socio-economic programmes against outcome goals and government investment and interventions in order to provide feedback for the relevant planning and implementation agencies of government;
2. Monitor and control recurrent budget releases (i.e., certification) in line with the MDA provision and evaluate budget performance and report findings to facilitate timely and informed action or review where necessary or needed.

Budget Preparation Unit:

1. Manage the annual budget preparation processes in line with government priorities and policies and, accordingly, prepare the annual budget for approval and submission to the State Assembly by the Governor;
2. Issuance of budget circular, coordinating bilateral discussion, etc.

The computer unit should serve the three units as a supporting service.

Functions and Structure of the DoS

Functions of DoS

1. Assessment of policy outcomes and impact to test the effectiveness of government projects in terms of providing benefits and addressing the problems;
2. Develop and maintain the information management system required to support the vision, mission, objectives and functions of the MoBEP;
3. Provide information to decision makers and other stakeholders to support them in making evidence-based and informed policies, policy reviews and to serve other monitoring and evaluation needs;
4. Coordinate and regulate data capture and information sharing activities of/with all MDAs, other tiers of government and relevant stakeholders;
5. Measure, monitor and report development indicators, such as gross domestic product (GDP), Human Development Index (HDI), etc., at state level in conjunction with the DoEP, National Planning Commission and National Bureau for Statistics.

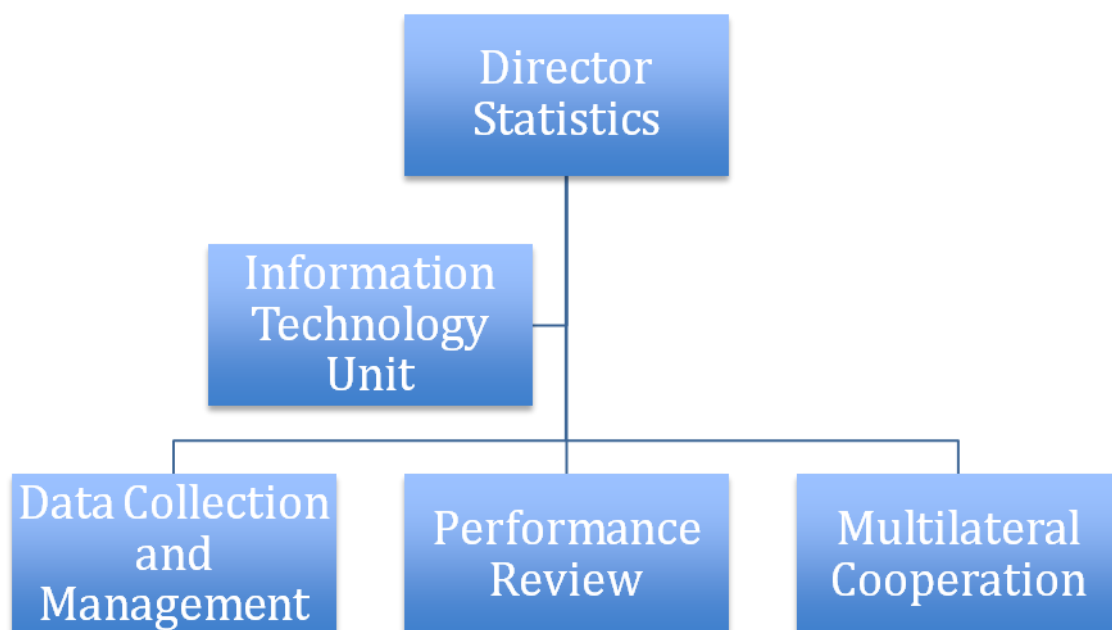
Comments on Structure and Functions DoS

The structure of the DoS indicates that it has four units: 1) Census and Survey, 2) Economic and Social, 3) Research & Methodology and 4) Information Technology. This is not indicated on the overall structure of the ministry. The names of the units bear no resemblance or relationship with the functions of the department. Consequently, it is not clear who is responsible for which function. Functions 1 – 3 could be said to have the same objective – data collection and dissemination. All the units need the support of IT to function properly.

Recommended/Revised Structure of DoS

It is recommended that the IT Unit be placed as a central support unit for the department. Other units should be streamlined and focused to achieve a better fit with the structure. Accordingly, it is recommended that the functions with the same objectives be grouped under one function. It is further recommended that a unit be created to focus on measuring performance and thus perform function 1 & 5. Another unit should also be created to perform function 4. These functions are identified in the recommended structure of the DoS in Figure 5 below:

Figure 5: Structure of DoS



Each unit will be responsible for the functions listed against it as follows:

Data Collection and Management Unit:

1. Coordinate and regulate data capture and information sharing activities of/with all MDAs, other tiers of government and relevant stakeholders;
2. Develop and maintain the information management system required to support the vision, mission, objectives and functions of the MoBEP;
3. Provide information to decision makers and other stakeholders to support them in making evidence-based and informed policies, policy reviews and to serve other monitoring and evaluation needs;

Performance Review Unit:

1. Assessment of policy outcomes and impact to test the effectiveness of government projects in terms of providing benefits and addressing the problems.

Coordination with External Bodies will handle:

1. Measure, monitor and report development indicators, such as gross domestic product (GDP), Human Development Index (HDI), etc., at state level in conjunction with the DoEP, National Planning Commission and National Bureau for Statistics (in conjunction with the Performance Review Unit).

Annex I

Functional Roles of the Units

Department of Economic Planning

Roles of the Planning and Strategy Unit

1. Collection and collation of required data for analysis
2. Routing economic analysis
3. Prioritisation of programme/project
4. Collecting and harmonization of inputs from concerned MDAs
5. Prepare and validation of policy document
6. Supporting other MDAs to prepare their planning documents
7. Coordinating the development of planning documents in LGAs
8. Meeting with stakeholders to analyse state education issues/problems
9. Harmonization of inputs from the stakeholders
10. Data collection on identified indicators need to do the analysis
11. Analysis of input
12. Harmonization of all the relevant information
13. Draft report on education policy
14. Validation draft policy and forwarding to ExCo for approval
15. Zonal focus group discussion
16. Collection and collation of required data for economic analysis
17. Routing econ. Analysis
18. Meeting with stakeholders
19. Collecting inputs from concern MDAs
20. Prioritisation of programme/project
21. Harmonization of inputs
22. Prepare draft policy
23. Validation and forwarding of Draft Policy to ExCo
24. Revenue Forecast in collaboration with Budget Department
25. Setting expenditure Ceiling for MDAs in collaboration with Budget Department
26. Collection of Capital proposal from MDAs
27. Bilateral Discussion with MDAs
28. Production of proposed capital estimate
29. Forwarding of proposed capital estimate to Hon Com/PS
30. Forwarding of proposed estimate to ExCo
31. Effecting EXCO changes and forwarding of corrected copy to Hon Com/PS

Roles of the Monitoring and Evaluating Unit

1. Focus group discussion at grass root with people representative
2. Harmonise inputs from the focus group discussion

3. Collect data on socio- economic indicators
4. Analysis of data
5. Harmonisation of inputs
6. Draft report on the impact of the policy
7. Validation of impact assessment of the policy and forwarding to ExCo
8. Collection of data on expenditure from MoF/MDAs
9. Visit to projects side
10. Analysis of data
11. Draft report on budget implementation performance
12. Comment/Action on the report
13. Collection of data on expenditure from MoF on monthly
14. Verification of MDAs payment Vouchers
15. Issuance of clearance
16. Authorisation of clearance

Roles of the Development Partner Coordination Unit

1. Input from MDAs working with development partners
2. Input from State partners forum secretariat
3. Meeting with development partners
4. Harmonisation of inputs
5. Draft policy
6. Validation of draft policy and forwarding to ExCo
7. Identify opportunities that state can benefit
8. Meeting with stakeholders to discuss the opportunities
9. Identify private partners and discuss
10. Drafting of MoU

Department of Budget

Roles of the Fiscal Planning and Strategy Unit

Roles of the Budget Monitoring and Evaluation Unit

Roles of the Budget Preparation Unit

Department of Statistics

Roles of the Data Collection and Management Unit

1. Review and developed the existing tools for data collection;
2. Meeting with schedule officers, stakeholders e.g., MDAs and partners;
3. Meeting with so to come up survey calendar;
4. Selection of enumerators and supervisor;
5. Training of field officers e.g., enumerators and supervisors.
6. Sport check
7. Analysis
8. Prepaid a draft report

9. Validation
10. Submission of draft report to PS/Hon.com.
11. Preparation of final report
12. Submission of final report to PS/Hon. Com.
13. Final report and dissemination

Roles of the Data Collection and Management Unit

The roles performed in the functions of this unit include:

1. Meeting with all stakeholders e.g., MDAs and partners, to humanize the format and template for data collection.
2. Selection of enumerators and supervisor for data collection
3. Training of enumerators and supervisors
4. Spot check
5. Data analysis
6. Preparation of draft report
7. Validation of draft report with all stakeholders
8. Submission of draft report to PS/Hon.com
9. Preparation of final report
10. Submission of final report to PS/Hon.com

Roles of the Data Collection and Management Unit

Activities to be performed under this unit are as follows:

1. Meeting with all stakeholders e.g., MDAs and partners, to humanize the format and template for data collection.
2. Selection of enumerators and supervisor for data collection
3. Training of enumerators and supervisors
4. Spot check
5. Data analysis
6. Preparation of draft report
7. Validation of draft report with all stakeholders
8. Submission of draft report to PS/Hon.com
9. Preparation of final report
10. Submission of final report to PS/Hon.com