

# SPARC Report



**Katsina State Ministry of Finance,  
Budget and Economic Planning**

**Corporate Plan:  
Main Findings and  
Recommendations**

**August 2013**

**sparc**

The opinions expressed in this report are those of the authors and do not necessarily represent the views of the Department for International Development.

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## Abbreviations and acronyms

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AG	Accountant General
CP	Corporate Plan
CSC	Civil Service Commission
DAG	Deputy Accountant General
Debt Mgt	Debt Management
DET	Department of Establishment and Training
ExCo	Executive Council (of the State)
Exp Control	Expenditure Control
FAO	Finance and Administration Officer
Forex	Foreign Exchange
HoS	Head of Service
ICT	Information and Communication Technology
MDAs	Ministries, Departments and Agencies
MoFBEP	Ministry of Finance, Budget and Economic Planning
MTSS	Medium Term Sector Strategy
OHoS	Office of the Head of Service
PFMU	Project Finance Management Unit
PS	Permanent Secretary
SPARC	State Partnership for Accountability, Responsiveness and Capability
SPM	State Programme Manager
TTT	Technical Task Team

# Executive Summary

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## Short summary

Corporate Planning activities were undertaken for the Ministry of Finance, Budget and Economic Planning (MoFBEP) in Katsina State. The programme involved Functional and Performance Review, Process Review and Workforce Analysis. The report presents a summary of the process undertaken to date as well as the emerging findings, recommendations and required next steps. This report is to be submitted to the State Executive Council (ExCo) to brief members on activities completed to date and seek approval of recommended steps to enhance the performance of the ministry and for further steps to complete the corporate plan and programme implementation.

## Full summary

Corporate Planning' is a process in which Ministries, Departments and Agencies (MDAs) determine its objectives, priorities, structure and functions in the light of its mandate, and then determines how to organise and apply its resources (human, financial etc.) to achieving its objectives and meeting its service delivery standards and targets. Specifically, a Corporate Plan guides the management and staff of the ministry in a cohesive effort to carry out the organisation's mandates more efficiently and effectively.

There are five main steps in corporate planning: (1) Stage setting; (2) Institutional Appraisal; (3) Proposals for Improvement; (4) Staffing Plan and (5) Implementation Plan.

The process of Corporate Planning in Katsina state is aimed at improving the service delivery capacity and procedure in the state by its various establishments (MDAs). Activities began in November 2012 with the appointment and inauguration of the Technical Task Team (TTT) and the Steering Committee. The State Partnership for Accountability, Responsiveness and Capability (SPARC) was requested to provide technical assistance to the Steering Committee and TTT. In all, the corporate planning process to-date has included 19 meetings and workshops from inception to date. (See Annexure)

The initial Functional and Performance Review<sup>1</sup> took place in Kano from February 25 -26, 2013. The workshop built on earlier works done by the TTT on Mandates, Functions, Strategic Objectives, Visions and Missions of the ministry. In summary, the mandates, and functions were held to be largely mutually supportive. Performance of some of the functions were however not satisfactory for a variety of reasons ranging from skill deficiency to institutional defects. It was recommended that the ministry should address issues raised, especially that of institutional incapability. A follow up meeting with the ministry provided further inputs and built further awareness on the part of ministry staff as to the purpose and potential of corporate planning.

A Process Review was later undertaken to enable the ministry to make decisions on any necessary structural modifications and process adjustments. The exercise posed challenges because of insufficient responses from the different departments. Inferences were however possible from the initial returns and after consultations with the TTT and management of

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<sup>1</sup> See "[Katsina MoFBEP Functional and Performance Review](#)" February 2013 for full details of findings and recommendations

the ministry. In summary, the findings are that the ministry has been operating few formalised procedures and this has affected consistency of process, duration of activities and quality of expected deliverables. It was recommended that processes be formalised and the various attendant activities should be timed.

A Workforce Analysis<sup>2</sup> was carried out to obtain a picture of the current workforce in terms of number and relevance of skills currently available within the ministry and future scenarios. Using the staff list made available by the Office of the Head of Service (Establishments Department), the analysis report was presented in charts and tables with ample comments as necessary. It was found out that there was substantial experience available but that this was counterbalanced by the ageing staff profile. Also, the skills level was generally low, and staff are poorly equipped for the challenges of modern service delivery. The recommendations are that the ministry should take steps to improve staff skills, and should put in place a succession plan, which should include the engagement of new staff with requisite skills. The ministry should also address the issue of the gender imbalance, given that there are only 6 women among a staffing population of 187.

All activities were facilitated by consultants from SPARC in association and consultation with the TTT, the Steering Committee and the management of the MoFBEP as well as the Office of the Head of Service of the State (OHoS). See Annexure for a full list of meetings and contacts.

The main findings and recommendations arising from the corporate planning process are:

### **Overall Conclusions**

- The ministry is currently ill-equipped to discharge its mandates effectively;
- All processes currently utilised need to be formalised and the staff require formal reorientation for performance under a formalised process structure;
- There is dire need for reorganisation in the ministry: the structure for example requires to be split along the lines of its main functions – Finance and Budget/Planning – the ministry is unwieldy as it is;
- There is acute need for workforce skills improvement as the available staff falls short of minimum required in terms of number and skills profile.

### **Recommendations**

Recommendations requiring ExCo approval or notification are:

- The ministry to be restructured and split into two;
  - Finance and allied functions are to be brought together under a Ministry of Finance.
  - While the planning functions would come together as Ministry of Budget and Economic Planning.
  - The proposed structures of the new ministries are illustrated in Annex Two of this report.

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<sup>2</sup> See "[MoFBEP Workforce Analysis](#)" June 2013 for full details of findings and recommendations

- The necessary revised mandates, functional responsibilities and establishments of the two new ministries will be forwarded to ExCo.
- ExCo authority to be sought for any recruitment necessitated by the new establishment.
- A circular to be issued stating the mandate of the two new ministries and requiring all MDAs to recognise the authority of the new ministries.
- An instruction to be issued requiring the mandatory age of retirement is to be observed without exception.

Recommendations for the attention of the management of the new ministries are:

- There should be a comprehensive reorientation of all professional and technical staff on the subject of governance, public service and discharge of duties;
- The functions and establishment of the new ministries' departments to be urgently drawn up;
- A strategy to be developed to ensure the necessary numbers of staff and requisite skills are available over the near term;
- Formal procedures to be articulated for all functions and processes required in all departments;
- Modern work-tools such as computers, inter/intranet should be adequately provided;
- Gender inclusion should be deliberated encouraged in all new appointments.

### **Implementation Plan**

Implementation of the various recommendations will begin after the government of Katsina State has agreed to the recommendations. The Implementation Plan will include a workforce plan to equip the ministry or ministries with the right staff with the right qualifications and experience to enable it or them to fulfil apportioned mandates effectively.

The implementation procedure will involve active participation of the Technical Task Team as well as the Steering Committee, Management of the Ministry as well as the OHoS, especially for sensitisation and policy backing.

An implementation timetable will be drawn up so that the recommendations from the various corporate planning reports can be undertaken concurrently

# Section 1: Introduction and Background

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## Introduction

A Corporate Plan is one approach to assisting organisations to make themselves 'fit for purpose'. In public services, an organisation that is 'fit for purpose' is usually defined as:

- Equipped with the correct structure, staff, and resources to carry out the duties required by its mandate<sup>3</sup>;
- With appropriate systems, processes and infrastructure to achieve the specific objectives and/or service delivery standards required by any overarching strategic plan<sup>4</sup>.

Corporate planning requires the review and possible re-organisation of the functions, structure and workforce of an MDA or other public institution in response to some sort of external change or pressure to perform more effectively. In the case of Katsina State, the change imperatives are:

- An environment of increasing demands on public funds and sustained pressure to radically reduce the cost of government;
- The commitment of government to reform so as to improve the performance of public institutions and public servants;
- Growing expectations that the Katsina State civil service will improve the delivery of existing services or undertake new tasks within the available fiscal resources: to do more with less;
- The necessity to introduce new technologies that radically affects the way work is done, e.g. Information and Communication Technologies (ICT);
- The adoption of new mandates, priorities or services in response to changing demand from an increasingly aware public.

Corporate planning helps organisations to ask and answer the questions:

- Why the MDA exists – what it has been mandated to do?
- What the MDA is meant to be doing – its goals and objectives, and the strategies it uses to achieve those?
- How the MDA can best allocate staff and organise units to deliver its objectives?
- What kind of staff and how many of them the MDA needs to work efficiently and effectively?

## Why is corporate planning important?

Corporate planning enables MDAs to keep pace with changes in a fast moving world. Expectations, technologies, attitudes, politics and resources change constantly, and such changes can seem very threatening. Senior management play a critical leadership role in

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<sup>3</sup> The 'mandate' of an organisation is generally understood to comprise the framework of laws, rules, regulations or policies which define the organisation's unique contribution to achieving the objectives of government.

<sup>4</sup> Such as a Medium Term Sector Strategy (MTSS).



helping all MDA staff understand how corporate planning can help them adapt and move forward.

Benefits of corporate planning include that the MDAs can:

- Show that they are 'fit for purpose';
- Justify their staffing complements;
- Develop their human resources;
- Deliver better services to citizens;
- Show they respond to public needs.

### **Background to Corporate Planning in Katsina State**

The process of Corporate Planning in Katsina state began with the inauguration of the 10-member Technical Task Team made up of officials from the Ministry of Finance, Budget and Economic Planning as well as the Office of the Head of Service of the state. This took place in November 2012. The Ministry of Finance, Budget and Economic Planning, being pivotal to the service delivery in the state, was selected as the pilot MDA for the corporate planning.

A TTT was appointed and inaugurated together with a Steering Committee chaired by the Head of Service.

### **Methodology**

The activities connected with the Corporate Planning involved:

- Document review to extract necessary information, especially legislation, regulations and other documentation relevant to the assignment;
- Consultations and meetings with the Technical Task Team, Steering Committee and the management of the MoFBEP as well as the OHoS to consider assignment procedure, findings and to fine-tune data and information as they were being obtained;
- Completion of templates by individuals and departments to obtain required information;
- Meetings and workshops to brainstorm with and educate participants who usually are management staff of the ministry;
- Data analysis and interpretation with comments;
- Presentations of reports to the combined meeting of the TTT, the Steering Committee and the Head of Service from time to time to obtain reactions to findings and recommendations before adoption and approval of the reports.

Working with the Technical Task Team the consultants developed documents containing the following key information for review of the ministry:

- Mandates of the ministry;
- Functions of the various departments of the ministry;
- Strategic objectives;
- Mission;
- Vision.

These were ratified at meetings with management of the ministry and that of the Office of the Head of Service. Further work was undertaken to obtain and analyse information on functions and work processes undertaken by the ministry and on the capacity of the ministry to perform these functions and processes.

### **Consultation and Meetings**

Formal and informal consultations were held throughout the assignment, in all, there were 19 meetings, workshops and presentations involving the management of the Ministry, the Steering Committee and the Technical Task Team. (See Annex 3). The SPARC consultant and the Katsina State Programme Manager (SPM) were actively involved in the encounters.

Individuals were consulted as needed to facilitate the procurement of information, fine tune data or break the grounds for entry into some departments or to launch the distribution of some templates. The Office of the Head of Service of the State also was involved at every stage of the assignment. To a large extent, the TTT members were the counterpart staff on this project, and they offered all necessary assistance and cooperation. These meeting were also used to build understanding and awareness of officers on the corporate planning process and potential outcomes, organisational and performance weaknesses in the current ministry and wider state government and some of the possible steps that could be taken to address these weaknesses.

The following reports were prepared and Reports were prepared and presented to the management of MoFBEP, the Head of Service and the Steering Committee of Corporate Planning in the state. Copies were submitted to the office of the Permanent Secretary (PS) MoFBEP and the Office of Head of Service of the state.

- Functional, Process and Performance Review.
- Workforce Analysis.

Comments and suggestions of these contact persons and groups were taken into consideration for the preparation of this summary of the findings and recommendations to date, which are here presented.

### **Assignment Constraints**

Regardless of the commitment of the TTT and the consultations with the Steering Committee and the management of the ministry, the assignment suffered some constraints in the course of its execution:

- Obviously, the newness of SPARC activities in the state affected the perception of the staff of the ministry to the assignment. Although they were friendly and willing to cooperate, the importance of the assignment did not seem to fall in place until much later in the activities;
- Time was a constraint and delays in responses and number of follow-up and meetings required could not be easily accommodated within the time available;

- Every template that was developed and issued had to be followed up and monitored very closely to avoid delay in responses and to ensure that the requirements were well understood. This took much of the time of the Consultant, SPM and the TTT;
- Regardless of the efforts of the TTT, some departments still did not return some of the completed templates: this happened especially during the Process Review stage.

## **Report Presentation**

This report highlights the various findings and recommendations contained in the various reports earlier presented to the management of MoFBEP, the Head of Service as well as the Steering Committee of the assignment.

The report is in 6 Sections:

- Section 1: Introduction and Background;
- Section 2: Functional, Process and Performance Review;
- Section 3: Workforce Analysis;
- Section 4: Overall Conclusion and Next Steps;
- Section 5: Implementation Procedures;
- Section 6: Annexure.

## Section 2: Functional, Process and Performance Review<sup>5</sup>

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A workshop was held to carry out a Functional, Process and Performance Review.

Under this phase of the corporate plan, the following, the following were covered:

- The Mandate<sup>6</sup>;
- The Vision of the ministry;
- Mission of the ministry;
- Strategic Objectives of the ministry;
- Functions of the departments;
- The Structure;
- Level of performance of the various functions.

Working on materials developed by the consultants and the Technical Task Team between November 2012 (when the TTT was inaugurated) and January 2013, the Functional and Performance review was carried out at a workshop held from February 25 to 26, 2013 in Kano. Participants were drawn from top management of the MoFBEP, the Office of the Head of Service, the Technical Task Team and the Steering Committee.

Facilitation was by SPARC consultants and the SPM with administrative and logistics input by the SPARC Finance and Administration Officer (FAO)

Discussions were participative, ratifying the Mission and Vision and mapping the functions with the Mandates. The level of performance of the various functions were also examined and assessed while the structure was reconsidered for appropriateness and effectiveness.

There were subsequent follow-up meetings between the SPARC team and various officials and especially the Technical Task Team.

The Functional review was undertaken to determine:

- If indeed the listed functions were based on the published mandates;
- If the functions were adequate to deliver on those mandates;
- If there were mandates for which there were no functions to discharge;
- And if there were orphan functions – for which there were no mandates.

The Process and Performance review was undertaken to assess the:

- Capability of the departments to complete their required functions and responsibilities;
- Ability of the departments to complete such tasks in a timely manner;

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<sup>5</sup> [Functional and Performance Review](#), MoFBEP Katsina State, February 2013

<sup>6</sup> See Annexure for the Mandate, Mission, Vision Statement and Strategic Objectives of the Ministry.

- Ability to complete the process to the required standard;
- Presence of performance gaps if any and identifying reasons for them;
- Deciding if there is a skills shortage and what further intervention efforts might be appropriate;
- Determining if there any structural or organisational shortcomings or inconsistencies that constrain performance;
- Finding out if there are overlaps or conflicts with functions and processes carried out by other MDAs.

Benefits of these reviews include provision of evidence to enable the formulation of recommendations for:

- Structural/organisational change to enhance the MDA's performance through increased ability to respond to functions and their associated processes; and
- The Establishment Plan, including the workforce development strategy, that will set out staffing needs, skills requirements, training needs, and other steps to strengthen the performance of the workforce.

## Methodology

### Functional Review

The functions in each department were picked one by one and mapped against the mandates. Some of the functions mapped with more than one mandate while some mapped with just one. A function was deemed to have mapped with a mandate if in the judgement of participants and consultants, its ordinary meaning and expected outcome could fulfil the requirements of any or some specific item on the list of mandates of the MoFBEP.

### Process and Performance Review

Although performance assessment was based on the ratings given by the participants, but because they were the activity performers and/or internal clients, their candidness was not in doubt, especially given the level of sensitisation they had been opened to during the initial discussions of the mandates, mission, vision and functions.

For each process, it was to be determined whether the activities were:

- Indeed being carried out;
- Necessary to the performance of the function;
- Being undertaken within expected time frame;
- Completed as expected.

After the initial discussions at the workshop, the concluding activities entailed the distribution of templates to obtain information on activities' narration and timing for each of the key functions in the departments. This was backed with consultations and meetings with individual officials, departmental heads and the management of the ministry. Sessions of meetings were also held with the Technical Task Team.

The completed templates were reviewed and discussed with representatives of the Departments and the Technical Task Team.

Because it was obvious that respondents had not fully grasped the import of the requests of the first templates, an additional template was designed to obtain information about timing and ability to complete activities.

#### Constraints and caveat

Although the assignment environment was very friendly, the departments did not expediently respond to (process) templates distributed. The assignment thus suffered process disruption, incomplete data and repeat calls. It was also noticed that many of the respondents did not properly grasp the requirements of the templates.

## Findings on Functional, Process and Performance Review

S/No	Findings	Recommendations
1.	<p>Although the listed functions sufficiently responded to the mandates, the fact that some of the departments did not undertake their listed functions indicated that the mandates are not being adequately delivered.</p>	<p>All departments should embark on listing and describing all processes currently undertaken against each of their functions and identify those processes which were no longer undertaken and reasons why. This should then be developed into a plan for strengthening capacities to undertake the various functions, including the production of formal set down procedures, manuals and so forth. (See the Implementation Time-Table)</p>
2.	<p>Two of the departments, <i>Statistics</i> and <i>Debt Management</i> were virtually moribund: ExCo procedures seemed to have relegated them. In the opinion of the participants, this was especially true with the Debt Management department.</p> <p>Part of the reasons given for lack of performance by the Statistics department was poor funding and lack of logistics support.</p>	<p>Special attention should be paid to the Statistics Department to make it active. As a vital unit of the ministry, there is no justification for its current weak state.</p> <p>The recommended retreat (see S/No. 8 below) should consider (inter alia) the relevance of every department and the rationale and justification for the functions.</p>
3.	<p>Controversy concerning the status of Project Finance Management Unit (PFMU) requires serious attention. The department was apparently created at the insistence of donor and partnering organisations to monitor project funds and report to such donor or partnering organisations. What was not clearly explained in all the discussions and consultations was if the department was intended for permanence or whether it was only for the life-time of some specific projects. Also, it was stated that the department, as at the time of the workshop, did not report to the Office of the Accountant General, whereas it was supposed to be a department under it. To date, the line of reporting has not been clearly established.</p>	<p>The PS and the HoS should agree on the status of the PFMU:</p> <ol style="list-style-type: none"> <li>a. The permanence or otherwise of the department;</li> <li>b. The reporting line of the department.</li> </ol>

S/No	Findings	Recommendations
4.	Some of the reasons given for lack of performance included limited or non-availability of workforce skills.	Skills analysis within the ministry should be carried out in earnest. Where necessary, there should be immediate injection of new blood by way of recruitment. (Please refer to Section 4).
5.	That many functions were not being undertaken in many of the departments (please refer to the main report dated February 2013) can lead to the conclusion that there have been process disruptions in the ministry. Reasons of (i) lack of workforce skills or (ii) unofficial withdrawal of function by the assigning of such a function to some other units or departments, (iii) disruptive overlap whereby such a function is undertaken by another unit or department in a manner that neither of the two or more departments undertaking it has responsibility for its eventual discharge or (iv) the function is no longer considered necessary. In the case of the MoFBEP, some of its functions have been taken over by units within the Executive Office or external organisations. An instance is that of Administration and Supply Department some of which functions have been outsourced.	The ministry should be empowered not just with resources but also with ExCo resolutions to be able to enforce its mandates as they concern other ministries.  Where functions have been sourced externally, it is important to back this up with policy memos of official withdrawal of such functions.
6.	The consensus of participants at the workshop was that there were procedural gaps in many instances because of indistinct policy for some of the functions and therefore no defined process.  An example was the issue of Forex which had been taken out of the Expenditure Control without any formal memo withdrawing the function. While it was observed that the state does not buy Forex for its travelling officials any longer, (the state disburses the naira equivalent while the official procures Forex by himself) without an official policy, this procedure is ultra vires.	Political will is as important as rules and regulations in governance. The state government should be uncomfortable with the number of functions that are not being performed. It is recommended that the State Executive issue an instruction calling for of value for money assessments requesting that all established departments perform and produce evidence of performance to justify budget allocation;
7.	In some of the departments, disruptive overlaps were caused by	Since all the functions have been found to map with the various mandates, it



S/No	Findings	Recommendations
	<p>the occurrence of parallel establishments with similar functions. Processes were therefore aborted in most cases because client organisations were confused about which of the organisations to deal with. The Planning Department for example reported that the ExCo had set up a Department of Economic Affairs to undertake its <u>Function Number 3</u>: “<i>Advise on initiation and coordination of the State’s Socio-Economic development planning policies etc</i>”.</p>	<p>is important for the Permanent Secretary to undertake a policy revisit (with input from OHoS and the ExCo to delineate the bounds of activities conforming to the various functions of the departments. This is expected to be achieved at the implementation stage of the Corporate Planning. It is expected to go alongside the adjustment to the structure and precede the preparation of the process manuals.</p>
8.	<p>Poor definition of mandates and functions is another reason for poor performance. The <b>Investment</b> is one such department where it was obvious the management could not or did not define how the functions were expected to apply. With a scenario like this in some more departments, the ministry can hardly really discharge its mandate.</p>	<p>It was recommended that a retreat for the departmental heads and senior members of the workforce be held to brainstorm the contents of each departmental functions and how they are to interface with other departments to produce one whole set of ministerial deliverable.</p>
9.	<p>Some functions have been contracted out to private firms and therefore processes concerning them were limited to contact with such firms. For instance <i>Maintenance and Control of Building</i>. Nevertheless, these functions still were listed for the Accountant General (AG) since the mandate of the AG’s had not been reviewed.</p>	<p>Some functions need to be reframed and redefined to suit the realities of modern work environment.</p>
10	<p>The MoFBEP presents an establishment in lassitude. Activities as at the time of our visit moved very slowly and sometimes functions were simply not completed. This was deductible from responses to consultants’ requests and performance at joint activities. Bureaucracy was respected to the extent that every activity seemed to include every officer. Of course, this translated into delays and sometimes activity frustration.</p>	<p>There should be a comprehensive reorientation of staff on the subject of governance, public service and discharge of duties. A service delivery workshop to run through the entire ministry will benefit the staff and the departments.</p> <p>The government should put in place a system and policy that all departments should be made to comply with all established procedures especially by responding as required to operational circulars in view of reports that MDAs</p>

S/No	Findings	Recommendations
	<p>Some departments reported that few MDAs responded to circulars, especially those that had to do with procedure or process enforcement. The Planning Department reported that just before the workshop, a circular went out that MDAs should furnish it with a list of organisations collaborating with them on their various projects. Just 5 out of 21 MDAs responded. The implication was that such a process was frustrated and performance was aborted.</p>	<p>were slow to respond to circulars requesting data etc necessary for performing certain functions, it is recommended</p>
11	<p>It was reported that departments that had inbuilt control mechanism of checks and balances (usual with functions that deal with money) were better in performance than others.</p>	<p>There should be a formalised system of With the exception of Departments of Finance &amp; Accounts, Expenditure Control, Main Accounts and Administration and Supplies, Departments lacked formal, written procedures that can be referred to as approved processes for any of their functions.</p>
12	<p>The Ministry currently has the Office of the Accountant General alongside that of the Permanent Secretary Finance both have 13 departments reporting to the same Commissioner. The Permanent Secretary and the Accountant General are both at the same level in the top management cadre. The arrangement however reposes eventual responsibility for performance (in the ministry) in the Permanent Secretary, a tall order in reality given the fact that the departments in the Accounts functions report to the Accountant General directly, whereas the Accountant General does not seem to report to the Permanent Secretary. And if he/she does, this puts 13 departments under one 'manager'. The situation is unwieldy and discussants were of the opinion that it contributed to poor performance generally.</p>	<p>Although the terms of reference did not expressly include the creation of a new ministry from hitherto, It is recommended that the ministry be restructured and split into two:</p> <ol style="list-style-type: none"> <li>a. Finance and allied functions are to be brought together under a Ministry of Finance;</li> <li>b. Planning functions would come together as Ministry of Budget and Economic Planning.</li> </ol> <p>See draft structures of the proposed two ministries in the annexure.</p>
13	<p>It is postulated that a split of the two focal services will make the</p>	<p>Ditto as for finding 12.</p>

S/No	Findings	Recommendations
	<p>resultant organisations more compact and allied functions will come together more strongly, with the possibilities of enhanced synergy. An alternative would have been to bring together the Budget functions with Finance and let Planning be separate. But upon consultation, it was held that Budget is essentially a Planning matter whereas, Finance is mainly about disbursement and records of disbursement. Yet another alternative could have been to appoint two Permanent Secretaries and let them work at par under the Honourable Commissioner. This was jettisoned because of the reality of challenges of coordination; a PS and an Accountant General is enough of a challenge as it is.</p>	
14	<p>Some departments or work units were not currently adequately discharging their functions for reasons of non-formalised procedures, poor tools and staff inadequacies.</p> <p>There were no written procedures manuals and therefore staff could only state processes from what obtained in practice. The implication is that if there was any subsisting step, albeit carried out in breach of due process, it could not be checked against any standard.</p>	<p>Each department should meet to appraise their various functions and to determine necessary steps and appropriate time frame.</p> <p>Working especially with the PFM Work stream, each department should have written procedures manual for at least key functions to guide the steps and assign time frame to the various activities</p>
15	<p>Processes were laborious because of lack of tools such as the computer and electronic mailing system for sharing memos and other information alerts and sharing.</p>	<p>Modern work-tools such as computers, inter/intranet should be adequately provided in the ministry. Change in work environment has been proved to also foster change in work performance.</p>
16	<p>The system seemed not to have enough templates for auto-run of routine duties: each activity seemed to begin afresh, all the time.</p>	<p>Templates need to be developed for processes that are periodic or routine so as to help to cut time on subsequent ones.</p>

## Section 3: Workforce Analysis <sup>7</sup>

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As a preliminary step in the set of activities leading to the preparation of a workforce plan in the Ministry of Finance, Budget and Economic Planning, workforce analysis, interpretation and inferences were carried out for the ministry.

Workforce planning is an integral part of Corporate Planning because all recommendations in it respond directly on the structure, organisation and the performance recommendations of the corporate plan. They will be carried out by the human resource of the workplace. The workforce must be able to adapt to new demands and changes in technology while providing its services more efficiently.

The need for a workforce with the right mix of people, knowledge and skills in Katsina state is acute given the desire of the government to effectively deliver on the State's strategic goals and provide its citizens with the services they expect.

### Methodology of the Exercise

The analysis was carried out using data obtained from the Office of the Head of Civil Service of the State. The staff data sheets contained the following Information:

- Full names of the staff;
- Date of birth;
- Department of posting;
- Highest qualifications;
- Year of 1st Appointment in the state's civil service.

Information obtained on the staff were analysed and the subsequent report was presented in tables (numbers) and graphical charts. Interpretative comments were made on findings as indicated in the tables and charts.

### Constraints to the exercise

With the conclusion of the corporate planning milestones of the Functional and Performance Review as well as the Process Review, the workforce review began in earnest. But the exercise suffered an initial hitch because data was not available.

- The approved Establishment List was not available from the Office of the Head of Civil Service of the state.
- The Staffing Profile was not available from the ministry itself.
- Efforts to make departments generate the list proved abortive as the various lists prepared did not go beyond the initial vetting stage.

In summary, the main findings concerning the current staffing of the Ministry of Finance, Budget and Economic Planning in Katsina State are as follows.

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<sup>7</sup> See [Katsina MoFBEP Work Force Analysis](#) June 2013

## Summary of Findings on Workforce Analysis

S/No	Findings	Recommendations
1.	<p>The subsisting Establishment list could not be obtained from the Ministry and neither was the Office of the Head of Service able to make a current one available. Two or three names of staff who had exited service were found on the list made available.</p> <p>The staffing population does not reflect the level of activities in the ministry in view of the submissions and discussion during the functional and performance review. For example, the discussants gave the impression that the Sub-Treasuries had shrunk in activities and the only active one was that of Katsina. Interestingly, all eight Sub-Treasuries featured on the list of staff, with their complement of staff. The supposition is that these officers are currently unengaged.</p>	<p>The approved Establishment List of the ministry should be procured and made available for the next step in the workforce planning exercise.</p> <p>The staffing complement should be confirmed against the approved (existing) structure. A situation where the staffing list cannot be immediately matched with the structure is not acceptable for an organisation.</p> <p>If the approved establishment list is not available, or it was not ever done, the next phase of the workforce planning should begin with its creation</p>
2.	<p>The quality of staffing is low, being dominated by holders of Certificates and lower Diplomas the rating and validity of which are uncertain.</p>	<p>Beginning with the department of statistics, which is in the direst need, the departments should establish the skill-competency profile and take an audit of their current capabilities.</p> <p>Thereafter, there should be intensive skill acquisition programme for the workforce.</p> <p>The implementation process should include prioritisation of the departments for workforce planning and skills enhancement</p>

<p><b>3.</b></p>	<p>Capability of the current crop of staff to deliver is uncertain. For instance, out of 64 staff in accounting functions, just 18 had the first degree or its equivalent. None of the staff in Central Store had received any form of formal education</p> <p>The computer department, for example, has no single degree holder in ICT related speciality area.</p> <p>Key functions that are 'at risk' would include:</p> <ol style="list-style-type: none"> <li>1. Budget;</li> <li>2. Preparation of accounts statements;</li> <li>3. Treasury functions;</li> <li>4. Statistics, especially statistical interpretations;</li> <li>5. Report writing;</li> <li>6. ICT related activities such as salaries and other transactions.</li> </ol>	<p>It is imperative that new skills must be acquired for the departments by the injection of new personnel, possibly from the private sector. Working with the Civil Service Commission of the state, it is important to begin to put in place processes for recruitment of such new hands.</p> <p>As a corollary, it is important to consider responsibilities and jobs at the departmental levels to determine the domiciliation of certain functions and the appropriate staffing and structures.</p> <p>The Establishments office should also consider inter-ministerial sourcing and transfer to redress the current poor mix of skills in MoFBEP.</p>
<p><b>4.</b></p>	<p>The staff is ageing:</p> <ol style="list-style-type: none"> <li>a. 84% were aged 45 and above;</li> <li>b. 19% were aged 55 years and above;</li> <li>c. 3 of the staff were aged 60; and</li> <li>d. Additional 4 were aged 59.</li> </ol> <p>In five years the ministry will have lost 35 officers (19%) to natural attrition.</p> <p>Some staff have already reached or exceeded their statutory stay in service (35 years in service or 60 years of age, whichever is earlier).</p>	<p>Ministry-wide, members of staff who have overstayed their statutory length of tenure of employment should be eased out without delay. For this, it is recommended that the OHoS, Establishments department be requested to carry out the necessary procedures.</p>
<p><b>5.</b></p>	<p>It is obvious that the ministry has never had any succession plans, otherwise the structure of experience and age of staff would have been different.</p>	<p>A reliable programme of succession must be embarked on to stem the effect of exits which are bound to take place within the next five years</p>

<p><b>6.</b></p>	<p>The staffing indicates poor response to gender inclusion. Six (6) females and 181 males is a badly skewed distribution.</p>	<p>Understanding that gender issue remains a sensitive cultural topic, it is recommended that the government can begin to make the civil service attractive to the female gender while selling the idea of gender inclusiveness to the would-be male counterparts. The number of women in the staffing could thereby be improved upon gradually.</p>
<p><b>7.</b></p>	<p>In the course of all discussions, the official relationship of the Tenders Board with the MoFBEP had not been clearly established. In the Functional and Performance Review report, it was said that the placement of the Board was more for administrative convenience, regardless that it keeps featuring on the organogram of the ministry. Listing the personnel (including the Secretary) among staff of the ministry points to the fact that the Board is a department in the Ministry. Anything otherwise should be clearly and formally redressed.</p>	<p>The state should be definite about the placement of the Tenders Board. While it is acknowledged that tenders issues are related to economic affairs, the state administration is at liberty to determine where the Board would be domiciled. But until then, the listing of the staff of the Board in the MoFBEP is anomalous.</p>

## Section 4: Overall Conclusions and Next Steps

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The sets of activities in the Corporate Planning process of the Ministry of Finance, Budget and Economic Planning have combined to expose the acute need for reforms and restructuring of the ministry. The following represent the overall conclusions on the findings:

### Overall Conclusions

- The ministry is currently ill-equipped to discharge its mandates effectively;
- There is urgent need for reorganisation in the ministry. The structure, for example, is currently unwieldy in terms of management and coordination of functions. It requires to be split along the lines of its main functions of Finance and Budget/Planning;
- All processes currently utilised need to be formalised and the staff require formal reorientation for performance under a formalised process structure;
- There is acute need for workforce improvement as current staff fall short of minimum requirements in terms of both numbers and skills.

### Summary of Recommendations

Recommendations requiring ExCo approval or notification are:

1. The ministry to be restructured and split into two;
  - a. Finance and allied functions are to be brought together under a Ministry of Finance.
  - b. Planning functions will come together as Ministry of Budget and Economic Planning.
  - c. The proposed structures of the new ministries are illustrated in Annex Two of this report.
2. The necessary revised mandates, functional responsibilities and establishments of the two new ministries will be forwarded to ExCo;
3. ExCo authority to be sought for any recruitment necessitated by the new establishment;
4. A circular to be issued stating the mandate of the two new ministries and requiring all MDAs to recognise the authority of the new ministries;
5. An instruction to be issued requiring the mandatory age of retirement is to be observed without exception.

Recommendations for the attention of the management of the new ministries are:

1. There should be a comprehensive reorientation of all professional and technical staff on the subject of governance, public service and discharge of duties;
2. The functions and establishment of the new ministries' departments to be urgently drawn up;
3. A strategy to be developed to ensure the necessary numbers of staff and requisite skills are available over the near term;



4. Formal procedures to be articulated for all functions and processes required in all departments;
5. Modern work-tools such as computers, inter/intranet should be adequately provided;
6. Gender inclusion should be deliberately encouraged in all new appointments.

## Section 5: Implementation Plan

### Implementation Procedure

Implementation of the various recommendations will take off after the government of Katsina state has agreed to the recommendations and approved that they be implemented.

Implementation time table will be drawn such that the recommendations on the various reports can be undertaken concurrently. Prerequisite activities will be carried out first while others will follow.

The implementation procedure will involve active participation of the Technical Task Team as well as the Steering Committee, especially for sensitisation and policy backing.

### Implementation Time Table

We are of the strong opinion that much of the recommended changes in the ministry should be carried out before its eventual split (if approved).

The tentative Schedule of activities for Implementation of Corporate Planning Recommendations for Katsina State MoFBEP

S/No	Activity	Rationale	Methodology	Action by	Responsibility
1.	Confirmation of Nominal Roll of Staffing in the Ministry	This will help the ministry confirm who really are on the job. Other Corporate Planning (CP) activities will tie to this somehow.	In situ head count at departments, together with confirmed current qualifications and skills. Outline schedule of functions should also be taken for each staff.	Director Admin (MoFBEP)	PS
2.	Pre-Implementation Staff orientation MDA-wide	Staff buy-in is crucial for smooth implementation support.	Workshop for staff on the imperatives, contents and implications of CP.	TTT and Steering Committee	Head of Service
3.	Structural adjustment to the ministry (to include the delineation of Ministry of Finance Vs. Ministry of Budget and Economic Planning)	As recommended.	Let departments that report to the AG constitute a ministry as recommended.  This may include relocation of offices.	Steering Committee/ Head of Service	ExCo
4.	Fine-tuning	Poor definition of	Bring the functions to	TTT and	PS and

S/N o	Activity	Rationale	Methodology	Action by	Responsibility
	Departmental functions, eliminating overlaps and redefinition where necessary	functions contribute to lack of performance as well as disruptive overlaps	a round table and agree on which unit/department should undertake which.	Directors of Dept.	Directors
5.	Preparation of Draft Procedures manual for Key functions	Lack of formalised procedures guidelines has hampered service delivery	Working on the draft prepared during the Process review of the CP, prepare cleaner listing of activities to be ratified by a local committee of experts who can justify the steps and sequence.	All Depts in collaboration with Planning Dept	PS and Directors
6.	Functions/Skills Audit, Competencies Framework, Competences rating etc of the departments	To obtain the required workforce, an assessment of 'what's on ground' is imperative.	Working on the functions, list what skills, education and experience will be required. Then determine how the departments stand.	DET and Dept Directors	Head of Service
7.	Preparation (Publishing) of Departmental Draft Procedures Manual	Procedures manual is both a guide and a policy document. It needs to be officially communicated.	Organise implementation workshop per department, fine-tune, obtain approval at ministerial level and disseminate.	TTT and Directors	Steering Committee, PS
8.	Draft Skills/Workforce-Gap Report to the Ministry	Based on Functions/Skills Audit, consideration of Skills-Gap situation	On a chart, present at a glance what the shortfall or surplus is. Suggest redress. Recommended for a high-power brainstorming session moderated by a team of HR Consultants	DET and Dept Directors	PS and Steering Committee
9.	Preparation of Staff Skills intervention programme	User ministry is in the best position to make recommendations to the government about solutions to their workforce skills issues.	Corollary to 7 above: determine what is to be done to redress the shortfall or surplus in skills.  If knowledge	Unit Heads, Directors and DET	DET

S/No	Activity	Rationale	Methodology	Action by	Responsibility
			<p>acquisition suggest how and where.</p> <p>If hiring, set policy framework and implementation programme.</p> <p>Treat each department separately – specifically and generically.</p>		
10.	Coordinated staff/skills deployment and departmental gap adjustment	Staff (re)deployment is part of skills intervention programme.	Identify surplus skills, if any, in which departments and locate where such is required. Consider other ministries if possible.	Directors and PS	Head of Service
11.	Gender inclusion	Deliberate action to encourage the female gender to take up employment in the ministry.	With due consideration for cultural sensitivity, recruitment and transfer process should target the female gender for encouragement.	Civil Service Commission (CSC), HoS	HoS
12.	Post Implementation Activities Meeting	Review of the ministries, functions and activities to confirm if there are areas for fine-tuning.	<p>Scheduled meetings to address possible hitches, shocks and jerks that may have happened in the course of the reorganisation.</p> <p>Unscheduled meetings to address reported issues if any.</p>	All Stakeholders	PS and HoS

Please note that all activities are subject to availability of personnel and materials. The time-table days are adjustable but care must be taken that total duration must not be unduly long; otherwise sequence of events will suffer time-lag.

# Annex One

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## Mandates, Vision and Mission of the MoFBEP

### **Vision Statement:**

To provide effective utilisation of the State's financial resources for good governance in a prudent, transparent and accountable manner, aimed at improving the living standard of the citizens

### **Mission Statement:**

To ensure efficient and effective utilization of State financial resources by the application of sound policy formulation and implementation in the state public service

### **Mandates<sup>8</sup>**

1. Preparation of the state's Development Plan and annual budget
2. Ensure proper conduct of Budget Execution & Reporting
3. Ensure good compliance with rules and regulations in accounting procedures
4. Formulate accounting policies
5. Operations and control of consolidated revenues fund, capital development funds, and all other funds as specified by established laws
6. Supervision of Investments of the state
7. Production of annual accounts
8. Management of human and material resources for the Ministry
9. Application of appropriate administrative processes to facilitate robust service delivery in the ministry

### **Strategic Objectives**

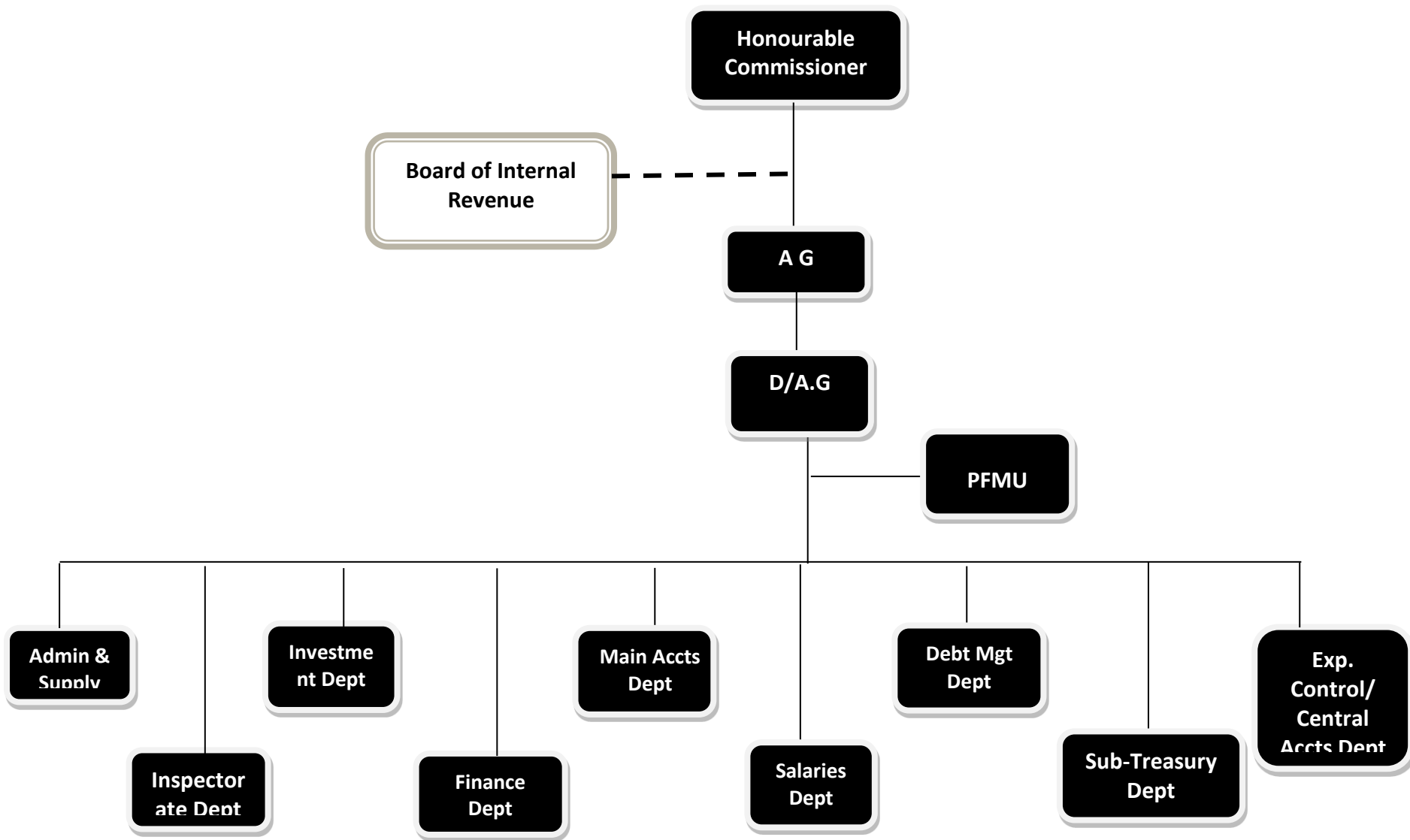
1. Provide effective and efficient financial management services through enhanced system, processes and procedures;
2. Have an effective Monitoring and Evaluation structure that will facilitate tracking the cash flows among MDAs and Developmental Programs in the State;
3. Build the capacity of the staffing to enhance good performance skills;
4. Support the development of sustainable economic and financial policies through an effective M&E database along with relevant MDAs;

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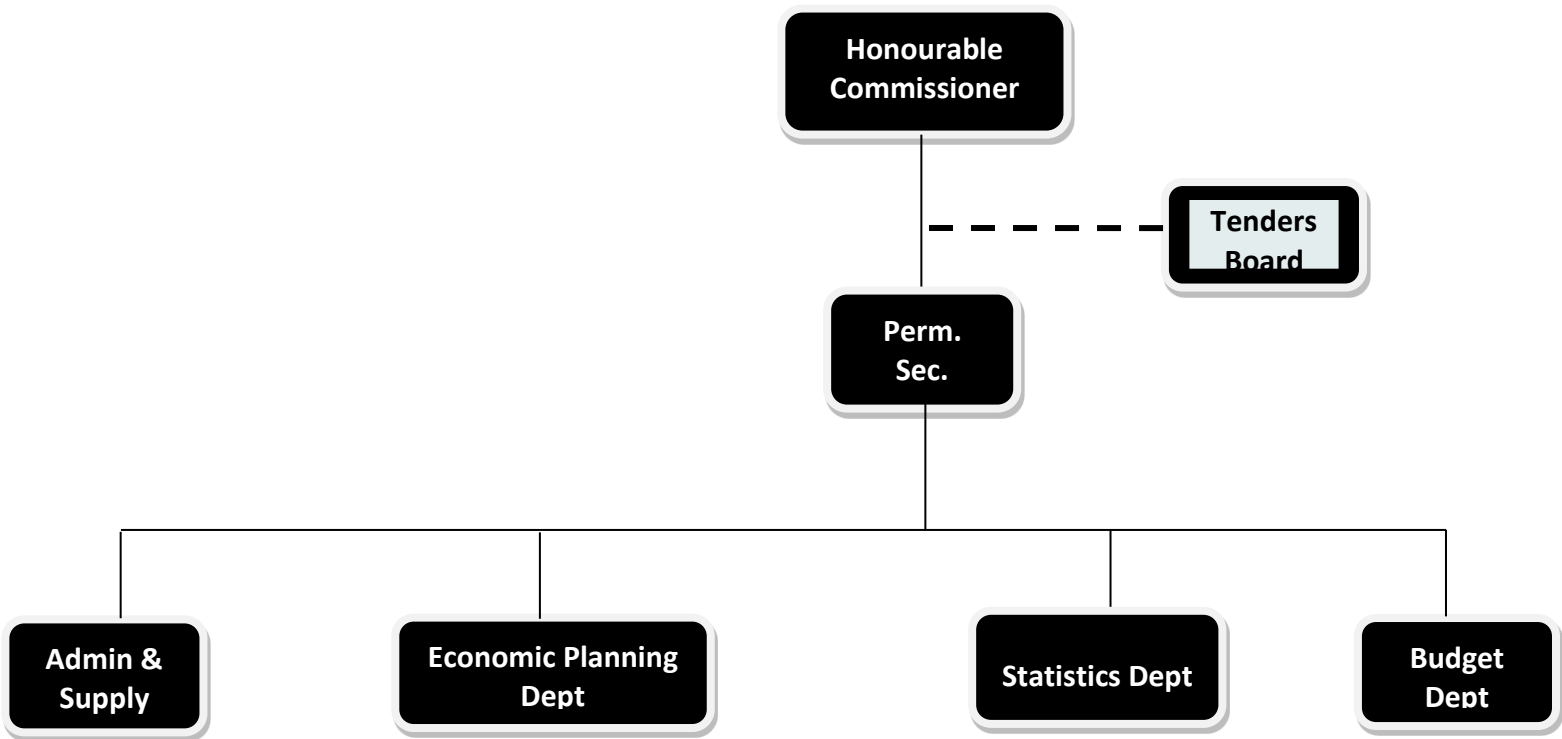
<sup>8</sup> Sources: (i) KTS/HOS/S/67/VOL.1/138 – Re-organisation of the Administrative and Finance Management Function in the State Civil Service (August 2001); (ii) A Law to Create a Corporation Sole to be known as Ministry of Finance Incorporated and for Matters Relating thereto (1989). (iii) Published Approved Estimates of Katsina State Government 2010.

# Annex Two: Proposed Structures of the New Ministries

Recommended for the Ministry of Finance



**Recommended Ministry of Budget and Economic Planning**



## Annex Three: List of meetings and workshops on the MoFBEP Corporate Planning

### Month: November 2012

S/No	Date	Meeting Details
1.	19	Inaugural Meeting with TTT & Steering Committee (Katsina MoFBEP)
2.	20	Update meeting with the PS, MoFBEP

### Month: December, 2012

S/No	Date	Meeting Details
3.	17	Further Update meeting with TTT on Departmental Functions etc.

### Month: February 2013

S/No	Date	Meeting Details
4.	11	Review of Mandates and Preparing Corporate Plan for MoFBEP
5.	25	Functional Review for MoFBEP
6.	26	Functional Review for MoFBEP

### Month: April, 2013

S/No	Date	Meeting Details
7.	4	Meeting with TTT on Findings and Next Steps on Functional and Performance Review
8.	10	Follow up on Process Review in the departments
9.	11	Meeting with PS on Findings and Next Steps on Functional and Performance Review
10.	23	Meeting with the TTT/familiarization with Workforce Planning Templates & Procedures
11.	25	Progress and next steps meeting with TTT

### Month: May 2013

S/No	Date	Meeting Details
12.	22	Meeting with PS MoFBEP and Presentation of Final Report on Functional and Performance Review
13.	23	Meeting with the TTT / update on Corporate Planning and Workforce Planning
14.	27	Meeting with AG, DAG and Further capture of data
15.	28	Template mop up visit to Departments

### Month: June 2013

S/No	Date	Meeting Details
16.	18	Presentation of Functional and Performance Review to the HoS and the Steering Committee



**Month: July 2013**

<b>S/No</b>	<b>Date</b>	<b>Meeting Details</b>
17.	16	Presentation of report on Workforce Analysis to the TTT.
18.	17	Further meeting with the TTT: Discussion of Workforce Planning Implementation Templates
19.	18	Presentation of interim summary of the reports of the Corporate Planning to the Management of MoFBEP and the Head of Service



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