



Niger State Ministry of Education

Guidelines for Niger State Basic Education Budget Preparation and Work Planning.

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Niger State Ministry of Education

and

Niger State Planning Commission

March 2025

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Forward

Education is a critical driver of human capital development and long-term socio-economic progress. In Niger State, strengthening the Basic Education system requires disciplined planning, credible budgeting, and effective use of public resources to deliver measurable improvements in access, quality, and learning outcomes.

These approved Guidelines for Niger State Universal Basic Education Budget Preparation and Work Planning provide a structured framework to support consistent and transparent decision-making across the education sector. They set out the procedures, standards, and responsibilities that govern the planning, budgeting, and implementation of Basic Education programmes, ensuring alignment with the State's fiscal framework and established public financial management rules.

The Guidelines are designed to support the effective implementation of the Universal Basic Education programme by linking policy priorities to realistic budgets and executable work plans. They promote accountability in the use of resources, strengthen coordination among responsible institutions, and provide a common reference for assessing performance and results.

All institutions and stakeholders involved in Basic Education financing and delivery are encouraged to apply these Guidelines consistently in the discharge of their responsibilities. Their effective use will contribute to a more predictable, efficient, and inclusive Basic Education system, and support Niger State's broader development objectives.

Signed

Dr Hadiza Asabe Mohammed

Honourable Commissioner

Acknowledgements

The development of the Guidelines for Niger State Universal Basic Education Budget Preparation and Work Planning reflects the contributions of multiple institutions and stakeholders committed to strengthening Basic Education delivery in the State.

The Government of Niger State is acknowledged for providing the policy direction and institutional support that enabled the preparation of this Guideline. In particular, the leadership of the Executive arm and the Ministry responsible for Education provided strategic oversight that guided the process.

The Niger State Universal Basic Education Board played a central role in the technical development of this Guideline, drawing on its operational experience in Basic Education planning and implementation. The Ministry responsible for Budget and Planning is also acknowledged for its technical guidance in ensuring alignment with the State's fiscal framework and budgetary procedures.

Contributions from civil society organisations, community representatives, and development partners provided valuable perspectives that strengthened the practical relevance of the Guideline.

The commitment of teachers, school administrators, and community leaders, who remain central to the delivery of Basic Education services, is also recognised. It is expected that this Guideline will support more efficient budgeting, improved work planning, and better education outcomes across Niger State.

Signed

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Preface

The effective allocation and management of resources are fundamental to achieving the goals of the Universal Basic Education (UBE) program in Niger State. Recognizing the critical role that education plays in driving socio-economic development, the Niger State Government is committed to ensuring that every child has access to quality basic education. This commitment is reflected in the development of these Guidelines for Niger State Universal Basic Education Budget Preparation and Work Planning, which serve as a comprehensive framework for the planning, budgeting, and implementation of basic education programs across the State. These guidelines align with the requirements of the Nigeria Human Capital Opportunities for Prosperity and Equity (HOPE) Governance project, a World Bank-supported program focused on improving governance and promoting fiscal transparency in Nigeria, with a focus on education, health, and other key sectors.

This document is designed to provide a standardized approach to budget preparation and work planning, ensuring that resources are allocated efficiently and transparently to meet the basic educational needs of Niger State. It outlines the processes, timelines, and responsibilities involved in the annual budget cycle, from policy review and strategic planning to budget execution, monitoring, and evaluation. By adhering to these guidelines, stakeholders in the education sector can ensure that financial resources are utilized effectively to improve learning outcomes, enhance infrastructure, and promote inclusive basic education for all children. The guidelines also emphasize the importance of collaboration among key stakeholders, including government agencies, civil society organizations, and development partners. By fostering a participatory approach to education planning, this document aims to strengthen the implementation of UBE policies and enhance service delivery across the state.

We extend our gratitude to all those who contributed to the development of this guideline, including the Niger State Ministry of Education, the Niger State Universal Basic Education Board (SUBEB), and various stakeholders who provided valuable insights and feedback. It is our hope that this document will serve as a valuable tool for education administrators, planners, and financial officers, enabling them to prepare realistic, needs-based budgets that prioritize critical areas such as infrastructure development, teacher training, and instructional materials.

As we move forward, we remain committed to the vision of providing equitable access to quality education for all children in Niger State. By following the principles and procedures outlined in this guideline, we can collectively work towards building a stronger educational foundation that empowers future generations and drives sustainable development.

Signed

Dr Hadiza Asabe Mohammed

Honourable Commissioner

Chapter 1: Introduction

1.1 Background

Basic education is a core public service with long-term implications for human capital formation, social stability, and economic productivity. In Niger State, the delivery of basic education is anchored on the constitution and the Universal Basic Education framework, which assigns the State clear responsibilities for planning, financing, and implementing basic education services at scale. Fulfilling these responsibilities requires more than annual budget submissions; it demands a disciplined system that links policy priorities, available resources, and implementation capacity in a coherent and enforceable manner.

The preparation of the Basic Education budget and the Consolidated Work Plan is therefore not an isolated administrative exercise, but a central instrument for translating the State's education priorities into executable programmes and projects. Weak alignment between the state's overarching development plans, annual budgets, action plans and actual execution has historically constrained service delivery outcomes. Addressing this gap requires a unified guideline that defines how basic education activities and projects align with the state's overarching development priorities, are identified, prioritised, costed, approved, and monitored within the State's public financial management framework.

This Guideline provides a common reference for all Ministries, Departments, Agencies, and Local Government Education Authorities involved in basic education service provision in Niger State. It establishes minimum procedural standards for budget preparation and work planning, clarifies institutional roles across the planning–budgeting–execution–monitoring cycle, and sets out requirements that ensure consistency with approved fiscal ceilings, medium-term sector strategies, and applicable financial regulations.

By standardising processes and expectations, the Guideline supports the preparation of credible, needs-driven budgets that reflect sector priorities such as access expansion, infrastructure improvement, teacher recruitment and management, learning materials, and school governance. It also strengthens internal coordination among state institutions and creates a basis for structured engagement with non-state actors where relevant, without diluting accountability for public resources.

The effective application of this Guideline is intended to improve the predictability, efficiency, and oversight of basic education financing in Niger State. When applied consistently, it will enhance the State's ability to plan realistically, execute budgets as approved, and assess results in a manner that informs subsequent planning and budget cycles.

1.2 Objectives of the Guidelines

- i. To establish a structured approach for Basic Education Budget preparation, work planning, and execution.
- ii. To align budgetary allocations with Basic Education priorities of the state and relevant national/global commitments.
- iii. To enhance transparency and accountability in the use of UBEC funds and State-owned resources committed to basic education.
- iv. To facilitate monitoring, evaluation and appraisal of basic education programs and projects in the state.

Chapter 2: The Basic Education Sector in Niger State

2.1 A Brief Profile of Niger State

Niger State is located in the North Central zone of Nigeria and occupies a strategic geographic position as a gateway between the northern and southern regions of the country. The State was created in 1976 and is bordered by Kaduna and Zamfara States to the north, Niger State to the northwest, Kwara State to the southwest, Kogi State to the southeast, and the Federal Capital Territory to the south-east. It also shares an international boundary with the Republic of Benin to the west. Niger State is administratively divided into 25 Local Government Areas and numerous political wards that constitute the primary units for service delivery at the grassroots level.

The State has a large and steadily growing population, with a significant proportion comprising children of basic school age. This demographic profile places sustained pressure on existing education infrastructure, personnel, and financing arrangements, particularly at the early childhood, primary, and junior secondary levels. The spatial distribution of settlements—characterized by vast rural communities and dispersed populations—further complicates access to schooling and increases the cost-of-service delivery.

Niger State is culturally diverse, with multiple ethnic groups and traditional institutions that play important roles in community mobilisation and social organization. Agriculture remains the dominant economic activity, employing a substantial share of households. Seasonal migration, rural poverty, and livelihood insecurity continue to influence school participation, attendance, and completion rates, especially among vulnerable groups.

The State has also experienced security-related disruptions in parts of its territory, leading to population displacement and the temporary or permanent disruption of schooling in affected communities. These conditions underscore the need for education planning and budgeting processes that are responsive to contextual risks, incorporate contingency measures, and prioritise equitable access for children in disadvantaged and crisis-affected areas.

Against this backdrop, Basic Education remains a core priority of the Niger State Government and features prominently in the State's development agenda. This commitment is reflected in the preparation of sector strategies, medium-term plans, and operational instruments intended to guide investment decisions, improve coordination, and strengthen accountability across the education system.

2.2 Institutional Structure for Basic Education in Niger State

The governance and management of Basic Education in Niger State involve multiple institutions operating at state and local government levels, each with clearly defined statutory responsibilities. Effective service delivery depends on coordinated action among these institutions within an agreed policy, planning, and budgeting framework.

2.2.1 State Ministry of Education

The Ministry of Education is responsible for overall policy direction, regulation, and oversight of the education sector in the State. Its functions include policy formulation, standards setting, quality assurance, and supervision of parastatals and agencies involved in education delivery. The Ministry also serves as the principal interface with federal education institutions and development partners.

2.2.2 State Universal Basic Education Board (Niger SUBEB)

SUBEB is the primary agency responsible for the administration and management of public basic education services, ensuring all the school aged children have access to quality and unfettered 9 years basic education program. Its mandate covers the operation of public primary schools and junior secondary schools within the basic education cycle, teacher management, school supervision, infrastructure provision, instructional materials, and the implementation of interventions targeted at underserved populations, including nomadic communities.

2.2.3 Local Government Education Authorities (LGEAs)

LGEAs provide frontline administrative and supervisory support to schools within their respective jurisdictions. They are responsible for routine school support visits, monitoring of instructional delivery, mentoring of school leaders and teachers, and facilitating community engagement at the local level.

2.3 Mission, Vision, and Core Values of Basic Education in Niger State

2.3.1 Vision

Making World Standard Basic Education Accessible and Attainable

2.3.2 Mission

Comprehensive Transformation of Basic Education in line with Established Standards.

2.3.3 Core Values

The implementation of this Guideline is anchored on the following principles, which guide the conduct and decisions of all institutions involved in Basic Education delivery:

- Ethics and Dignity
- Accountability
- Openness and Transparency
- Collaboration and Public Engagement

Chapter 3: The Budget System and Budgeting Processes in Niger State

3.1 Annual Budget Process

The annual budget is the primary instrument through which the Niger State Government converts policy intentions into funded programmes and operational actions. Within the Basic Education sector, the budget provides the formal mechanism for aligning sector priorities, medium-term strategies, and available fiscal resources with clearly defined activities and outputs. A disciplined and predictable budget process is therefore essential to effective service delivery, fiscal control, and public accountability.

In Niger State, the Basic Education budget cycle is organized as a sequence of interlinked stages that collectively guide decision-making from policy review to implementation and oversight. These stages comprise:

1. Policy Review
2. Strategic Planning
3. Budget Preparation
4. Budget Execution
5. Accounting & Monitoring
6. Reporting & Audit

This Guideline focuses on the stages that directly shape the content and execution of the Basic Education budget—namely policy and performance review, strategic planning, budget preparation, and budget execution. These stages determine what is funded, how resources are allocated, and how implementation is structured. The procedures set out herein shall be applied in conjunction with existing Niger State laws, financial regulations, budget manuals, and administrative circulars, which remain binding on all institutions involved in Basic Education planning and budgeting.

3.2 Key Principles for Basic Education Budgeting in Niger State

The principles guiding the preparation of the Niger State Universal Basic Education budget are as follows:

1. **Comprehensive Coverage of Sector Expenditure** – All programmes, projects, and financial commitments related to Basic Education shall be fully captured within the approved budget framework. No activity with financial implications shall be undertaken outside the budget or without appropriate budgetary provision.
2. **Fiscal Realism and Discipline** – Budget proposals shall be evidence-based and prepared within approved medium-term and annual resource limits. Cost estimates must be realistic, reflect implementation capacity, and remain within the expenditure ceilings communicated to the sector.
3. **Efficiency & Cost-effectiveness** – Allocated resources must be utilized efficiently and effectively, ensuring that intended results are achieved at the lowest possible cost while maintaining quality.
4. **Transparency & Accountability** – plans, strategies, fiscal forecasts, and financial reports must be clear, accessible, and open to public input. Decision-makers, including the coordinating ministry, the State Executive Council (ExCo) and the State House of Assembly (SHoA), must have all relevant fiscal information to make informed decisions.
5. **Finalisation and publication of the approved budget** - The budget should be prepared and published in compliance with the six segments of the State’s Chart of Accounts prepared in accordance with the National Chart of Accounts (NCOA) using the formats,

instructions, and/or templates as may be determined and clearly communicated by the Budget Office to the Ministry of Basic and Secondary Education/SUBEB. These segments are administrative, economic, function, programme, fund, and geo-location.

Implementation of the budget: To ensure that the resources allocated to SUBEB are utilised in an efficient and effective manner to produce the intended results at the least cost and best quality, a comprehensive work plan must be prepared by the SUBEB and approved by the relevant authorities to guide the implementation of the Basic education budget.

3.3 Budget Processes, Timelines, and Institutional Roles

The preparation of the Basic Education budget in Niger State shall follow the annual budget framework and calendar issued by the Niger State Planning Commission (NSPC) in coordination with relevant sector institutions. The process is time-bound and sequenced to ensure that draft estimates are completed, reviewed, and approved ahead of the commencement of the fiscal year.

The Budget Calendar outlines:

- The stages of the budget process.
- The activities and sub-activities involved.
- The responsible government entities for each activity.
- The timeline for completing each activity.

The Niger State Government Budget Calendar, also guiding the preparation of the Basic Education budget, is presented in Annex 1 of this guideline. The stages and procedure are explained below.

3.3.1 Policy and Fiscal Planning

The annual Basic Education budgeting process commences with policy and fiscal planning that links the budget with the Niger State Development Plan (SDP), the Niger State Medium Term Basic Education Strategic Plan (MTBESP), and other relevant policy documents of the state.

This sub-process begins with a review of the performance of the state’s education sector and previous years’ budget. This planning stage will entail the review of the State’s basic expenditure framework covering a three-year span with a focus on the performance of the Basic Education expenditure component. During this activity, the State Ministries of Budget and Finance will update the fiscal targets that lead to the determination of the annual fiscal targets and aggregate spending limit of the state and that of the agencies in the Basic Education sector (including the SUBEB), which will be contained in the Budget Call Circular (BCC) to be issued to all MDAs in the State. The activities involved in the Fiscal Planning Step are further explained below.

3.3.2 Agency and Sector Performance Review

The Agency Performance Review (APR) and Sector Performance Review (SPR) is an annual evaluation of public expenditure outcomes to guide the revision of policies and plans. It assesses budgetary allocations and releases, the performance of the sector and agency’s priorities and targets, key performance indicators (KPIs), and collaborations among the Basic Education sector agencies. The findings from the A/SPRs inform updates to the State Medium-Term Basic Education Strategic Plan and consequently the Basic Education budget preparation, ensuring strong policy-plan-budget linkages and collaboration among all agencies within the basic education sub-sector.

Key Activities in the MSPR Process:

Activities	Responsible Entities	Timelines
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Issuance of guidance note and SPR template to the Education Sector (Ministry of Basic and Secondary Education) for reviewing the previous financial year's performance of the sector.	Niger State Planning Commission (NSPC).	February
Forwarding of the guidance note and adapted SPR template to all Education Agencies (and other MDAs with stakes in basic education service delivery) for reviewing the previous financial year for Basic Education financing, the dates and timelines.	Ministry of Basic and Secondary Education (MoB&SE)	February
Each Agency conducts its APR with technical and quality assurance support from the NSPC and MoE where necessary.	NSUBEB	March
The Education Sector conducts its SPR (with APR from all Agencies as input), with technical and quality assurance support from NSPC where necessary. Basic Education review should be presented as standalone and not subsumed.	MoB&SE/NSPC	March
Revision and consolidation of SPR findings	MoB&SE/NSPC	April
Validation and submission of the SPR to NSPC	MoB&SE	April

3.3.2.1 Medium Term Expenditure Framework (MTEF)

The Medium-Term Expenditure Framework (MTEF) is an annual three-year expenditure rolling plan that sets out the medium-term expenditure priorities and hard budget constraints against which sectors and MDAs plan and prepare/refine their budgets.

The MTEF is therefore a multi-year (three-year) budget, which provides:

- a top-down estimate of total resources available for public spending in Niger State.
- a bottom-up costing of MDAs and sector programmes/projects.
- a reconciliation of needs with resources allocated to MDAs/sectors.
- a process to ensure that annual budget submissions and budget execution reflect agreed medium-term plans.

The MTEF establishes realistic macroeconomic projections of total available resources and sector/MDA ceilings/resource envelopes consistent with available resources and government policy priorities for the medium-term period. The MTEF also disaggregates sector envelopes to guide the preparation of budget proposals based on available resources. The requirements and process for preparation of the EFU-FSP-BPS are explained in the State Budget Operation Manual of the State; a separate document that guides the Ministries of Budget and Finance in the preparation of MTEF for the State.

In summary, the MTEF is a framework that determines the size of realistic funding from all sources (internal and external) that can be allocated for the basic education budget annually for three (3) successive years.

3.4 Medium-Term Basic Education Strategic Planning and Work Planning

3.4.1 Medium-Term Basic Education Strategic Plan (SMTBESP / MTSS)

The Medium Term Basic Education Strategic Plan (SMTBESP) or Medium Term Education Sector Strategy (MTSS), as the case may be, is developed against the backdrop of the challenges that impede the smooth implementation of the State Basic Education programme and the need to address them. These challenges include limited access to basic education for thousands of OOSC, inadequate and poor quality of teachers and teaching,

poor learning outcomes, inadequate infrastructure, inadequate funding, and paucity of accurate and reliable data for planning, among others. Hence, the SMTBESP/MTSS is jointly prepared annually by all the MDAs in the Basic Education sector to address these challenges to reinvigorate the basic education system and pave the way for achieving its set goals and the global goals of sustainable development which the State government is committed to. The SMTBESP/MTSS serves as a realistic and strategic roadmap, aligning ambitions with available resources while clearly outlining priorities, deliverables, and costs, and is the strategic document on all Basic Education MDAs' workplan must be based.

The SMTBESP/MTSS process involves:

- Aligning Basic Education sector goals and objectives with the overall goals of the NSDP.
- Identifying key projects and programs that contribute to these goals.
- Prioritizing, costing, and phasing initiatives over three years.
- Defining expected outcomes in clear, measurable terms.
- Establishing a work plan and results framework that links expected outcomes to Basic Education sector objectives and policy goals.
- The MTSBESP and MTSS Preparation Templates, a separate document that complements this manual, provide further requirements and processes for the MTSBESP preparation.

Note:

- The SMTBESP will be prepared jointly by all MDAs in the Basic Education sector of the State in an annual SMTBESP Preparation meeting/workshop convened by the Ministry of Basic and Secondary Education on or before May/June annually.
- All projects and plans must be prioritized and cost accordingly in the SMTBESP/MTSS (See Chapter 5 for guidelines on prioritization and costing).
- Costing should be within the ceilings or envelope approved in the MTEF and communicated by the NSPC.
- The Ministry of Basic and Secondary Education reserves the decision to either share the budget ceilings allocated to the Basic Education Sector among the MDAs in the sector, to use the cost of the prioritized projects to determine the share of each MDA, or combination of the two approaches.

While the NSDP defines the big picture and the long-term basic education goals of Niger State, the Basic Education Sector, overseen by the Ministry of Basic and Secondary Education leads the preparation of the medium-term plan to set out specific activities and inputs to deliver specific basic education output in the medium term.

The SMTBESP is a road map that combines ambition and realism and plots priorities, deliverables, and costs. It shows the chain of projects, programs, and results that will achieve universal basic education policy goals, as well as the state's basic education objectives. The Director of Planning, Research, and Statistics of SUBEB and other MDAs in the Basic Education Sector is a member of the Basic Education Sector Planning Committee that prepares the SMTBESP.

3.4.2 Consolidated Basic Education Work Planning

The following guidelines should be followed for the annual work planning by all MDA:

- All Basic Education programmes, plans, and activities must be based on the approved SMTBESP/MTSS of the basic education sector.
- MDAs can use the existing work planning templates to prepare their annual workplan provided the plans are drawn from the approved SMTBESP/MTSS.
- The annual work plan drawn by each MDA based on the approved SMTBESP/MTSS should be submitted to the Ministry of Basic and Secondary Education for consolidation to produce the Niger State Annual Consolidated Basic Education Work Plan and should guide the budget proposals of each MDA in the fiscal years covered.
- The capital projects and activities in the consolidated workplan should be selected through

objective prioritization and the costing must be within the projected budget envelopes/ceilings approved in the MTEF and communicated by the NSPC for the year covered (See Chapter 5 for prioritization and costing standards that must be adhered to).

- Costing must also cover all costs associated with the project or activities in the workplan (both recurrent and capital costs) and the source of funds, either state or local government, grants, etc.
- For personnel-related projects or activities, costing must reflect all recurrent costs (including recruitment costs, salaries, benefits and allowances, and other overhead costs) associated with frontline workers and the fund source that will cover the cost.
- Details of projects and activities in the work plan should align with the programme and other segments of the National Chart of Account classification as adopted by the NSPC for budget classification.
- No item in the annual work plan of an MDA should be proposed in the budget or executed if it is not captured in the consolidated workplan produced in line with the SMTBESP/MTSS.

Chapter 4: Annual Budget Preparation

4.1 Overview of Annual Basic Education Budget Preparation

The preparation of the annual Basic Education budget in Niger State follows a structured sequence of activities designed to ensure consistency between sector priorities, available resources, and implementation capacity. This section sets out the core sub-activities, institutional responsibilities, and documentation requirements that govern the formulation of the annual Basic Education budget. Each stage of the process builds on the outputs of preceding planning activities and is executed within defined timelines to support timely approval of the State budget.

The procedures outlined in this section apply to all institutions with roles in Basic Education financing and shall be implemented in accordance with the approved budget framework and calendar for the fiscal year. Detailed requirements for each sub-activity are elaborated in subsequent sections of this Chapter.

4.2 Issuance of the Annual Budget Call Circular

The formal budget preparation process for Basic Education commences with the issuance of an annual budget call circular (BCC) by NSPC in July annually. In principle, the BCC includes the following which have already been developed and agreed upon at the Strategic Planning stage:

- Economic and fiscal update outlook of Niger State for the fiscal year.
- Aggregate spending limit for the year.
- A summary of the State's Budget Policy Statement.
- Government-wide priorities (providing budget policy thrust, priorities, etc.).
- Explanations and guidelines on downloading projects and programmes in the Niger state development plan and SMTBESP/MTSS.
- Sectors/MDAs Ceilings.
- Form and format the budget estimates would take.
- Input spending boundaries (e.g., capital versus recurrent and personnel versus overhead costs).
- Guidelines for preparing recurrent expenditures (particularly personnel costs).
- Budget Classification and Chart of Accounts.
- Instructions for completing the budget forms; and
- Detailed timetable for submission of proposal and defense.
- Information on who to contact for further clarification or support.
- Any other general guidelines for budget preparation

The time of issuing the call circular is very critical for the early presentation of the proposed annual budget to the EXCO and to the SHOA. The time that the BCC will be issued is provided in the Budget Calendar in Annexe 1 of this guideline.

4.3 Guidelines for Preparation of Basic Education Budget Proposals

All MDAs in the Basic Education Sector, on receipt of the BCC, is required to prepare a detailed budget proposal in line with the prioritized basic education projects and activities approved for the MDA in the consolidated work plan contained in the SMTBESP/MTSS. The basic education projects and activities along with the other budget items of the MDA would be submitted to the NSPC as the budget proposal of the MDA. To produce the budget proposals within the timeframe in the budget calendar, each MDA should:

- Constitute a budget subcommittee (to be chaired by the Permanent Secretary/Chief Accounting Officer).
- Send a copy of the BCC to all departments and units calling for their proposals.
- Consult the SMTBESP/MTSS and where necessary consult with the Ministry of Basic and

Secondary Education, other Education sector MDAs and other stakeholders/MDAs (including federal government agencies for related programmes) that may have programmes or projects related to Basic Education to avoid duplication and enhance inter-agency collaboration.

- The departments and units would prepare detailed proposals following the approved form and format; and
- The budget subcommittee would review the submissions from all sub-departments and units.
- Consult with non-government stakeholders including CSOs, community leaders, etc. using the Community Development Charter or Charter of Demand (CCD) Template in Annex 7, to ensure their Basic Education needs and priorities are also captured in the Basic Education budget proposals.

The Permanent Secretary of each Basic Education MDA, in consultation with the Chief Executives of the MDA, is responsible for leading the preparation and endorsement of the Basic Education budget proposals and ensuring timely submission to the NSPC. He/She may, however, delegate the facilitation of budget preparation to the Director of Planning, Research, and Statistics and/or the Director of Finance and Admin as the case may require.

The MDA must ensure that:

- a) Only the activities and projects prioritized in the SMTBESP/MTSS are provided for in the budget proposal.
- b) On-going, grant-assisted and development loan-financed activities and projects shall be given higher priority.
- c) Activities or projects that address specific commitments of the government under any international, bilateral, or domestic agreement shall also be given priority.
- d) Only activities and projects that the MDA, NSUBEB, or Ministry of Basic and Secondary has the technical and absorptive capacity to implement will be included in the budget proposal.
- e) All new activities and projects should have a justification and appraisal document prepared by appropriately skilled staff of the Agency or Consultant(s). For new capital activity or project that is within the EXCO threshold for awards of contract, the justification and appraisal document will provide the activity or project performance indicators and method of measuring output and outcome.
- f) In case of activities or projects that are planned to be carried out over more than one year, the justification and appraisal document will indicate the full scope, the total financial implication, and the planned execution of the work in phases over the years.
- g) All new activities or projects (either purchases, construction, renovation, rehabilitation, repair, or acquisition) are costed following the guidelines in Chapter 5 of this Guidelines. For the avoidance of doubt, the budget sub-committee are expected to identify and apply the lowest possible cost and the most effective methods in estimating the costs of activities and projects.
- h) The recurrent implications of capital projects should be estimated and provided for in the recurrent budget estimates.
- i) All proposals for counterpart funding for activities and projects financed by external sources are incorporated in the budget proposals.
- j) The actual expenditures for the previous year and the first six months of the current financial year are provided and considered in the budget estimation.
- k) Basic Education budget proposals are properly classified in line with the budget classification recommended by the NSPC and comply with the six segments of the National Chart of Accounts (NCoA) – Administrative, Economic, Function, Fund Programme, and Geotagging/location. To achieve this, the Basic Education budget must be prepared using the NCOA-compliant budget preparation issued by the MoPB. See the State Approved Chart of Account and MDA budget templates for more details on the NCoA coding structures.
- l) All basic education projects in all MDAs (apart from SUBEB) should be appropriately tagged

using a format advised by the NSPC.

- m) The Geotagging of Basic Education projects must be done to the ward level, at the least, until the NSPC advises a more detailed geotagging and possibly geo-referencing with specific project sites/locations.

The Basic Education budget proposal must be cleared by the budget sub-committee of the MDA before being submitted to the NSPC. Only budget proposals duly signed by the Permanent Secretary or Chief Executive of the MDA will be considered by the NSPC. The budget proposals must be submitted to NSPC on or before the submission date stated in the BCC as provided in the Budget Calendar.

4.3.1 Summary of Key Steps in the Budget Preparation Process

Each MDA with activities, projects, and programmes on basic education shall:

- a) Establish a Budget Subcommittee
 - o Chaired by the Permanent Secretary/Chief Accounting Officer.
- b) Distribute BCC guidelines to all departments and units, requesting their budget proposals.
- c) Prepare Basic Education Budget Proposals
 - o Each sub-organization must prepare a detailed proposal in line with the approved format and consolidated workplan/SMTBESP/MTSS.
- d) Review & Consolidate Proposals
 - o The Budget Subcommittee will review submissions from all departments and units for compliance and prioritization.

4.4 Technical Support for Budget Preparation

If the MDA lack the technical manpower to prepare the Basic Education budget proposals correctly and in the right format, the budget sub-committee should reach out to the Ministry of Basic and Secondary Education (MoB&SE) or the NSPC for technical support to ensure compliance with this guideline. Failure to follow the prescribed budget process and format will undermine the budget preparation process and the quality of Basic Education budget.

4.5 Review of Budget Proposals and Bilateral Discussions

On receipt of basic education MDA budget proposals, the Budget Directorate of NSPC will review the budget proposals to ensure that the proposals substantially comply with the requirements of the BCC including sector ceilings and completion of budget forms and templates. The NSPC shall also hold bilateral discussions/negotiations with the MDA on the Basic Education proposals. The NSPC, at the bilateral discussion, shall:

- Review the budget proposals to ensure consistency with approved proposal completion guidelines.
- Ensure that budget proposals are in line with the MTEF projections.
- Ensure that the proposal complies with the input spending boundaries.
- Review the personnel and overhead input and its compliance with the Niger State government's overall recurrent expenditure policy (particularly the personnel profile).
- Ensure that the identification of Basic Education capital activities or projects is in line with policy priorities and is provided in the SMTBESP/consolidated workplan.

- Verify that new capital activity or project that is within EXCO threshold for awards of contract is supported with formal Justification and Appraisal document prepared by an appropriately skilled staff of the MDA or qualified Consultants.
- Verify if the proper budget classification and codes in line with the International Public Sector Accounting Standards (IPSAS) and the National Chart of Account (NCOA) are applied.
- Ensure projects are integrated after engagement with relevant CSOs working with the MDA and feedback from consultations obtained.
- Ensure that ongoing, grant-assisted, and development or loan-financed activities and projects shall be given higher priority and activities or projects that address the specific commitments of the state government under any international, bilateral, or domestic agreement are also given priority.
- Review and judge the fairness of the costing of activities or projects and programmes in the proposal to ensure value for money.
- Review the MDA's performance indicators and methods of measuring outputs and outcomes to ensure consistency with the Niger State Government M&E Policy.
- Where necessary, allocate additional resources from the planning reserve for funding important activities or projects not covered within the Basic Education resource envelope (expenditure ceiling).

4.6 Completion and Consolidation of the Annual Basic Education Budget

After bilateral discussions, there might be a need for adjustments and amendments in the Basic Education budget proposals. After the amendments, the revised proposals will be consolidated into the Niger State Government's draft budget estimates for the fiscal year. The consolidation of the annual budget is an iterative process, involving multiple stages of review, validation, and approval for implementation. The key steps as detailed in the Niger State budget manual include:

- Budget Stakeholders Consultations and Engagement
- Presentation of Draft Budget Estimates to the EXCO
- Presentation of Proposed Budget to the State House of Assembly
- Review and Approval by the State House of Assembly
- Assent by the Governor
- Public Presentation and Analysis of the approved budget

It is only after the passage of the Appropriation Law and assent by the Niger State Governor that the Basic Education budget can be implemented.

4.7 Preparation and Publication of the Citizens' Budget

Upon publication of the approved budget details, the Budget Office will produce a citizens' version of the approved budget. The Citizens' Budget is a simplified and non-technical explanation of the budget information that is presented in a manner and language that the public can understand. To this end, the Budget Office at the NSPC shall reproduce the budget into a Citizens' Budget in both English and Hausa languages with simple illustrations for easy understanding by all sections of the state. The Citizens' Budget will also include special sections on the Basic Education budget of the State.

Chapter 5: Guidelines for Project Prioritization and Costing

5.1 General Guidelines for Project Prioritization and Costing

Basic Education project prioritization and costing in Niger State shall be undertaken jointly by all Ministries, Departments, and Agencies with responsibilities in the Basic Education sector. The process shall utilize the official Project Prioritization and Costing Excel Template issued by the Ministry responsible for Budget and Planning and shall be fully aligned with the approved Medium-Term Basic Education Strategic Plan and medium-term expenditure framework parameters. The applicable templates are provided in the annexes 2a and 2b to this Guideline.

The following requirements shall guide project prioritization and costing:

- All Basic Education projects must be prioritized based on their strategic contributions to the Basic Education development goals of the State, the nature of the project, the current status of the projects and the possibility of completion within the budget year.
- Review the prioritized list of Basic Education goods, services, or works that are required in the State.
- Develop specifications and requirements for the goods, services, or works.
- Conduct a market survey to identify the potential costs of the goods, services, or works from at least three (3) potential suppliers or vendors.
- Identify and apply the lowest possible cost that will not compromise quality.

5.2 Guidelines for Basic Education Project Prioritization

The following considerations should guide the prioritization of Basic Education projects in Niger State. Each project should be scored based on the considerations and projects with the highest scores should be prioritized.

- The projects that contribute most to the Niger State development goals and the basic education sector's strategic objectives should be the basic education priority of each MDA.
- The projects whose costs are within the budget envelope allocated to basic education and are achievable within one budget year should be given priority.
- Development capital projects should be prioritized over administrative capital projects.
- Preference should be given to ongoing development capital projects over new projects unless the new projects significantly contribute more to the Niger State development goals and the basic education sector's strategic objectives.
- Only projects with clear descriptions and specific geolocations specified should be prioritize.

The above conditions can be easily adhered to using the SMTBESP Project Prioritization & Costing framework in the MTSS Microsoft Excel Template (Annexes 2a) by following the steps below:

A. Note Page: Read the notes and move on to the Menu Page.

B. Menu Page

1. Enter the State name
2. Enter the Sector Name
3. Enter the main MDA Name
4. Enter the current year
5. In Cell B10 to Cell B16, Enter the goals or objectives of the state development plan (NSDP)
6. In Cell B19 to Cell B25, Enter the Development/strategic objectives of the Education sector or the PHC goals of the state.

7. In Cell F4, G4 and H4, enter the capital budget ceilings or envelopes given to the MDA.
8. In Cell B27 and B28, enter the version of the document and the date of preparation. E.g., Version 1, etc.
9. Go to the **Project Prioritization Template** after completing the **Menu page**.

C. Project Prioritization Template

1. In Column B, enter the Project Code as it appears in the last budget. If the project is a new project, enter six zeroes (i.e., 000000).
2. In Column C, enter the project name as it appears in the last budget. If the project is a new project, enter the name of the project as you want it to appear in the year's budget.
NB: You can copy and paste the relevant capital projects as they appear in the last Approved Budget (paste as values).
3. In Column D to H, score each of the projects based on how well they are contributing to each of the stated development goals in the NSDP; 3 is the highest for projects that directly and significantly contribute to the respective goals while zero (0) is the lowest for projects that do not contribute to the respective goals. Do this for all the projects.
4. In column I, Enter the score based on the status of each project, 3 for ongoing projects and 1 for New Projects.
5. In Column J, enter scores for when the projects will likely be completed, if within a year, enter 3; if the year after the budget year, enter 2; and if two years after the budget year, enter 1. If the project will not be completed after three years, enter 0 (zero).
6. In Column K, if the project is a development project, enter 3, but if the project is an Administrative Capital project, enter 1.
7. Do not touch columns L and M, it will calculate automatically based on the entries you have made so far.
8. In Column N, select the physical location (local government) of the project. If the project will be executed in more than one LGA, select "Multiple LGAs" and write the list of LGAs down in a separate sheet or insert it as a Note, and if the project will be executed across the state, select "Statewide".
9. Do not touch column O, it will update automatically.
10. In columns P and Q, enter the year the project will start and the year it will be completed.
11. After completing the entries of all projects submitted by departments and units, sort Column M (Project Ranking) from the smallest to the highest. The most important project with the highest score will rank number 1 and the ranking of all projects will flow in that order.
12. After completing the **Project Prioritization Template**, proceed to the **Costing Template** (see Section 5.2 for guidelines) to cost the prioritized template according to their ranks.

5.3 Guidelines for Realistic Basic Education Project Costing

5.3.1 Personnel Expenditure Costing

The personnel cost proposals should consider the following:

- Actual numbers and grades of staff currently in service/post.
- Increased staff costs due to promotion, advancement, or conversion, etc.
- Employment of additional staff to fill current vacancies (if approved).
- Allowances.
- Bonuses.
- Total emoluments of political appointees.
- The actual expenditures for the previous year and the first six months of the current financial

year.

5.3.2 Overhead Expenditure Costing

The overhead cost must be appropriate and estimated realistically to ensure effective education service delivery. In addition, the overhead costs for completed capital projects must be reviewed, for example, to ensure that maintenance is included for all new primary and basic schools, which will be used during the budget year.

The actual overhead expenditure of the MDA relating to basic education for the previous year and the first six months of the current financial year must also be considered in the overhead budget estimation and inflationary tendencies factored in.

If there are any significant variations from the current year's overhead budget compared with the budget proposal, then the MDA should justify the increase, especially if there are significant increases in costs from the actual costs in the last full budget year and the current year. Any major new events, for example, conferences or staff training, must be adequately explained and justified by the MDA.

5.3.3 Capital Expenditure Costing

The Basic Education capital activities and projects to be costed should be consistent with the prioritized project list in Section 5.1 above. In addition, there should be no overlapping or duplication of functions, activities, or projects among the Education sector MDAs. If any such duplication is identified, this should be rationalized, and steps agreed upon to avoid the duplication during the bilateral discussions with the NSPC or referred to the ExCo for a decision.

After following the general guidelines for costing outlined in sub-Section 5.0 above, the following should be considered in capital expenditure costing:

- All cost components of the project or activity must be known and listed out.
- The quantities of each project components required should be determined and their current market costs determined.
- If it is an ongoing project, the budget amount approved in the previous year's budget should be consulted and inflationary effect estimated.
- If it is a multiyear project, the component quantities required in the outer years should also be determined costed.
- The sum of the costs of the components of the project or activity should be adopted as the capital project cost.

The steps below can be followed to cost capital projects in line with the above conditions using the MTSS/SMTBESP Project Costing Template of the State (Annexes 2a for snapshot).

1. The projects codes and names that were listed and ranked in the Project Prioritization Template (Section 5.1) will appear in column A, B and C in their order of Priority.
2. In Column D, enter the components of the project (i.e., List the activities that will be done or purchased in executing the project).
3. In Columns E, F and G, enter the unit or quantity of the items you listed in column D that is required to deliver the project for the outer years (e.g., 2026, 2027, and 2028 for 2026 budget).
4. In Columns H, I and J, enter the unit cost of the items you listed in Column D. The cost amount should be listed in Naira only and compliant with the general guidelines in Section 5.0).
5. In the blue colour cells in Column K, enter the total amount approved for that project in the last budget (e.g, how much was allocated to the project in the 2025 Approved Budget if you

are preparing 2026 budget)

6. Do not touch columns L, M, N and O, they will be calculated automatically.
7. If you have completed items 1-5 above for all projects, go to the **Summary Report Sheet**.

Summary Report Sheet

This sheet presents a summary of all the prioritized basic education projects (Section 5.1) and their cost estimates (Section 5.2.3) entries so far and will inform the Basic Education capital budget estimates that the concerned/assigned MDAs will submit to the Budget Office, NSPC.

1. Go back to Cells F6, G6, and H6 under the Menu Page sheet.
2. If the balance is zero (0), it means you can proceed to submit the prioritized projects in the summary sheet as the Basic Education capital budget estimate for the in-coming budget year.
3. If the balance is higher than zero (0), it means you are yet to exhaust the capital budget ceilings/envelope given to Basic Education and can nominate more projects equivalent to the amount left.
4. If the balance is less than zero (0), showing a minus sign or is in a bracket, it means you have exceeded the capital budget ceilings/envelope given to the Basic Education sector and would need to reduce the projects equivalent to the amount of deficit.
5. Only the number of projects that equals the Basic Education budget ceiling is what can submit as the Basic Education capital budget estimates (spread across the various MDAs in the sector) along with the completed Projects Prioritization & Costing Sheet. That is, the number (and cost) of projects that make the balance in Cell F6 under the Menu Page sheet equals zero (0) are the priority projects that should make it into the Basic Education capital budget proposal.

Chapter 6: Budget Implementation Guidelines

6.1 Pre-Implementation Activities

This section discusses the pre-budget implementation sub-activities. The requirements set out in this section aim to ensure adequate planning of budget execution and that actual expenditures are as provided in the approved budget. These requirements are further explained in the sub-sections below.

6.1.1 Budget Profiling

Upon the legislative approval of the annual budget, each MDA, working with the NSPC, will develop a Budget Profile for the fiscal year latest by mid-January.

Budget profiling is the process of providing a monthly profile of expenditure. It involves projecting monthly cash requirements to implement the Basic Education budget. It provides a monthly profile of monthly expenditures (personnel, social benefits, overheads, grants, contribution, public debt service, and capital) as the basis of cash flow management. The essence is to provide a basis for in-year expenditure performance tracking, monitoring, and re-forecasting. It helps effectively and efficiently manage cash resources to achieve maximum expenditure impact on Basic Education.

The completed budget profile should be submitted to the NSPC for consolidation towards producing the State Cash Plan which will be used by the Accountant General to produce a Disbursement Schedule. All disbursement of funds for state-funded basic education projects will generally be guided by the Disbursement Schedule of the Accountant General (to be prepared 30 days after enactment of the Appropriation Law) derived from the approved Annual Cash Plan. Each MDA will also be guided by the Annual Cash Plan in making periodic requests for non-routine expenditures.

The template for budget profiling can be obtained from the NSPC.

6.1.2 Capital Work Planning

At the inception of the budget implementation (January 1), the Office of the Accountant General will, in consultation with the State Budget Office, Fiscal Responsibility Commission, and Ministry of Finance, issue the budget implementation guideline to all MDAs. The Planning Department, alongside the State Budget Office, will request a work plan from all spending entities within the State Government to be submitted following the budget implementation guideline issued. See Annex 5 for the work plan template for the state-funded activities. For other projects funded fully or partly with external finances, for example, UBEC Fund, refer to the work planning guidance of the respective programmes. However, all work plans must be finalized within the timeline set out in this guideline except when approved otherwise by the work planning guidelines of external basic education financing programmes.

A work plan will show when each MDA need funds to finance the Basic Education activities approved in the budget and the justification of the timing. The Basic Education work plan should take cognizance of the steps and procedures involved in preparing projects for execution under the Public Procurement Law of Niger State. Led by the Director of Planning, Research and Statistics, the capital expenditure work plan should be completed by January 30 and should outline what is to be done within the fiscal year as provided in the approved Annual Budget in the following manner:

- The activities/projects to be implemented within the fiscal year as provided in the approved budget and their outputs.
- The planned start and completion dates for each activity/project.
- The person(s), organisation and/or institution to carry out each activity/project.
- The total costs for each activity/project.
- The costs, broken down by month from start to completion date.

The work plan, subject to the cash flow projections in the Annual Cash Plan, will be the basis for executing the Basic Education budget and payment of state government counterpart funding in applicable programmes. On receipt of the work plans from MDAs, the NSPC and the Ministry of Finance will review them against the consolidated monthly revenue forecast and, if necessary, invite the MDA for discussions on how to adjust the Basic Education work plan to conform with the overall monthly resource inflow.

The work planning process is summarized in the table below:

Steps	Timeline	Tasks	Responsibility
1.	January	Obtain a copy of the approved budget for Basic Education.	DPRS
2.	January	Consult with all units and departments to determine the activity breakdown/milestones of approved projects and programmes and their costs.	DPRS and Heads of Units and Departments
3.	January	Consult with all units and departments to determine the proposed start and end dates of the activities/milestones of approved projects and programmes and responsible persons.	DPRS, and Heads of Units and Departments
4.	January	Outline this breakdown in the Work Planning template (Annex 5) to produce draft workplan	DPRS
5.	January	Review and submit draft workplan for internal review and approval.	DPRS
6.	January	Internal review and approval of draft work plan	Permanent Secretary/Chief Executives of MDAs
7.	January	Submission of work plan to NSPC	DPRS

6.1.3 Procurement Planning

Public procurement planning is the process of scheduling the acquisition of the Basic Education goods, services, and works approved in the budget when they will be acquired and the various requirements and methods to be employed over the financial year. This process typically includes identifying the specific items that are needed as approved in the annual budget, ascertaining the budget, determining the cost for the procurement, developing specifications and requirements for the items, and identifying qualified potential suppliers or vendors.

The final output of procurement planning is a Procurement Plan, a document that outlines the Basic Education goods, services, and works that each MDA plans to purchase/procure at a specific time. The plan typically includes specific information on the types of goods or services to be procured, the estimated cost, the procurement method, and the schedule for the procurement process.

The following guidelines should be followed to prepare the procurement plan for Basic Education goods, works and services.

Step	Timeline	Tasks	Responsibility
1.	December	Getting Started – setting up the Procurement Planning Committee (if not in existence), comprising representatives from relevant departments with clearly defined roles and responsibilities contained in a Terms of Reference (ToR).	MDA leadership, with guidance from the Niger State Public Procurement Agency (PPA).

2.	December	<p>Obtain and Calibrate¹ the Procurement Planning Template for the MDA. The calibration process include:</p> <ul style="list-style-type: none"> • On the top left section of the template, provide the following details: <ul style="list-style-type: none"> – Name of the State – Name of the MDA (e.g., SUBEB) – The financial year for which the plan is being developed. 	PPA
3.	December	<p>Preparation – Gathering Inputs:</p> <ul style="list-style-type: none"> • Obtain the executive budget proposal² for the fiscal year. • Identify all the basic education goods, services, and works required for the year in line with the executive proposed budget³. • Determine the specific procurement requirements based on departmental needs. 	MDA Procurement Planning Committee
4.	December	<p>Developing Specifications and Requirements</p> <ul style="list-style-type: none"> • Define clear, detailed specifications and quality standards required for each procurement item. • Agree on the timeline the procurement item must be delivered. • Identify where potential suppliers or contractors who can provide the goods, services, or works needed are (locally or internationally) • Identify the right legal methods through which each procurement item can be procured. 	MDA Procurement Planning Committee
5.	December	<p>Drafting the Procurement Plan</p> <ul style="list-style-type: none"> • Step 1: Study the worksheet named “Notes” before proceeding to Step 2. • Step 2: Fill out the official procurement plan template with all the required details: <ul style="list-style-type: none"> – The date the plan was worked on (this should be updated every time you work on the template for version control). – Comments, if any. – Description of the project or procurement item (in line with the description in the budget). – Procurement reference number for each item or the project code. – The type of procurement process. – The category of procurement. 	MDA Procurement Planning Committee

		<ul style="list-style-type: none"> - Procurement methods (e.g., competitive bidding, direct purchase, etc.). - The Quantity to be procured. - Source of funds <p>Location of the procurement</p> <ul style="list-style-type: none"> - Name of the MDA authorized to award the contract. - Amount provided in the budget for the item. - Estimated cost for the procurement lot. - Tentative date the tender documents will be prepared and cleared. - Tentative date the Accounting Officer of the awarding authority will approve the procurement to proceed. - The type of contract to be employed in the procurement. - Tentative date the procurement opportunity will be advertised for potential suppliers or contractors to submit their bids. - Tentative date the bids will be opened. - Tentative dates that the bids will be evaluated, and the evaluation report approved. - The status of the Governor's approval on the procurement. - Tentative date the Certificate of No Objection can be obtained from the BPP. - Tentative date that contract documents can be prepared and vetted. - The tentative dates the winner will be notified and offer made. - The tentative date the contract will be signed and officially awarded to the successful bidder(s). - The tentative date the public and other bidders will be notified of the award winner. - The tentative dates the winner will be mobilized and when he/she will be required to commence as well as complete the project. - The tentative date the final payment is estimated to be made. <ul style="list-style-type: none"> • Step 3: Identify potential risks (e.g., delays in budget releases) and planned mitigation strategies. • Step 4: Review the draft procurement plan for completeness and alignment with the needs of the MDA. 	
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6.	December /January	<p>Finalizing the Procurement Plan</p> <ul style="list-style-type: none"> • Step 1: Obtain the Approved Budget for the fiscal year (after assent by the Governor). • Step 2: Review and update the draft procurement plan using the approved budget. • Step 3: Review the draft procurement plan internally for completeness and alignment with the Basic Education needs of the state and secure the approval of the Commissioner for submission to the Bureau for Public Procurement. • Step 4: Submit the draft procurement plan to the PPA for review and approval. 	MDA Procurement Planning Committee, Permanent Secretary, and Chief Executives
7.	December /January	<p>Validation and Approval. The PPA will</p> <ul style="list-style-type: none"> • Review the draft Basic Education procurement plan for compliance with the procurement law. <i>If the plan is deemed to comply, approve the plan for publication, and the procurement process can proceed.</i> • <i>If any section of the draft plan is not in compliance, return the draft to the MDA after making necessary comments on the affected item(s) in the “Due Process Remarks” section of the procurement planning template. Also make clear recommendations on the changes or revisions that must be done on the draft plan before it can be approved.</i> 	PPA
8.	January	Publish the Approved Procurement Plan on an official website ⁴ for wide accessibility.	MDA/Bureau for Public Procurement
9.	January	Commence implementation of the procurement plan, using it to guide basic education procurement activities.	MDA Procurement Planning Committee & Senior Management

10.	Every Quarter, Mid-year, and annually	Reviewing the plan: <ul style="list-style-type: none"> • Monitor the execution of the procurement plan to ensure compliance and efficiency. • Update the plan based on progress and unforeseen changes by mid-year or when the state budget is adjusted. • Use lessons learnt to improve subsequent procurement planning. 	MDA Procurement Planning Committee and BPP
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6.2 Project Implementation

Project implementation starts immediately after contract signing. The implementing MDA will set up a Project Implementation Committee (or Procurement Planning Committee) and procure the services of a supervision consultant when there is a skill gap internally, but where there is no skill gap, the MDA may not engage a consultant. The Committee and the consultant are expected to work together in line with the project's terms of engagement. The Committee/consultant will ensure that the project is executed according to specifications. The Committee/consultant will issue interim and final certificates to the contractor. Payment shall be made in line with the contract agreement. Usually, the contractor may request for advance payment to mobilize to site. This request shall not exceed 40 percent of the contract amount upon submission of an advance payment guarantee. Subsequent payments shall be made based on interim certificates.

All MDA should note that all projects must be executed in line with the Public Procurement Law of the state and the various guidelines on the conduct of public procurement activities as may be issued by the Due Process Bureau or financier of the Basic Education project if external finance is involved.

6.3 Expenditure Recording and Accounting

This section clarifies the various documentation and accounting requirements during budget implementation. These are described below

6.3.1 Project Implementation Reporting

The following information should be captured in the project report by the Project Implementation Committee:

- Project description
- Budget control code
- Executing agency
- Desk officer
- Contractor
- Sub-contractor
- Original value of contract

- Cost variation (if any)
- Project tenure
- Start date
- Completion date
- Number of disbursements
- Total value of disbursement
- Value of commitment
- Value of outstanding bills

6.3.2 Payment Process

The payment and recording processes are essential accounting functions with some financial controls that are intended to enhance the accountability of resource management. The following steps should apply for payment and recording:

1. Project inspection
2. Certificate of completion
3. Invoice received
4. Verification of services or goods delivered
5. Payment authorisation
6. Preparation of payment voucher
7. Pre-payment audit
8. Payment
9. Preparation of account

6.3.3 Pre-Payment Audit

The pre-payment audit in the state aims to ensure that each payment voucher has complied with the basic procedures and that all required documents have been attached as the basis for payment.

The following checklist is usually reviewed by the pre-payment audit:

1. Project description
2. Budget control code
3. Organizing code
4. Sub-head code
5. Contractor name
6. Sub-contractor name
7. Tender board's meeting minutes

8. Contract document
9. Certificate of completion
10. Percentage completed and value
11. Contractor/sub-contractor invoice
12. Evidence of deductions (where appropriate, e.g., Value-Added Tax (VAT), withholding tax, retention fee, university levy, etc.)
13. Evidence that payee/contractor has paid relevant taxes (e.g., copy of current tax clearance certificate)

Compliance documents: Corporate Affairs Commission certificate, Due Process Bureau certificate, Tertiary Education Trust Fund registration, etc.

6.3.4 Vote Book Management

The Niger State Financial Regulations/Instructions require each spending unit to maintain a set of books of accounts to record all transactions relating to revenue by sources and expenditure by line items.

These basic books of accounts include:

- Departmental vote books
- Registers (e.g., contractors register)
- Cash book
- General ledger
- Budget performance statement
- Payment manifest
- Bank statement of account

The Accounting Officer of the MDA is responsible for managing the resources allocated to each vote within the annual appropriation for the agency. The Accounting Officer is personally accountable to the ExCo for making, allowing, or directing any disbursement. As a result, he/she is required to keep and maintain an up-to-date departmental vote book with details of all commitments and expenditures. These vote books are maintained manually. The Accounting Officer may delegate responsibility for all, or part of the funds allocated to a vote or any sub- head within the vote.

The relevant account code and a description of the estimate are to be recorded at the top of each page of the vote book. The completion of the top right corner of the page for each sub- head or account is also required to record the following:

- The amount approved in the annual appropriation as specified in the Commissioner for Finance's annual general warrant.
- The amount of any additional provision by supplementary or other warrant quoting the warrant number.
- Any reduction of the provision resulting from re-ordering or by virement to another sub- head or item quoting the warrant number. Any such reduction should be in red ink.

The columns provided in the body of the vote book should show the following:

- The date of the order (or other commitment) or expenditure incurred.
- Any further known liabilities under the sub-head for the year.
- The balance available.
- The gross amount of every expenditure voucher. All entries in the vote book are to be initiated by the officer controlling the expenditure.

It is important to maintain vote books as:

- It helps to reduce excess expenditure.
- It provides a record of the balance available for future orders and expenditures at any given time.
- It serves as a record for future audits and other purposes.
- It enhances transparency and accountability in the daily financial transactions.

It is the duty of the officer controlling the vote, or such officer acting under his/her instructions, to investigate fully, without delay, any payment or charges appearing in the schedule submitted by the Accountant General that do not appear in the vote book, with a particular view to the detection of fraudulent payments.

6.3.5 Other Accounting Books

Other books of account expected to be kept by the Accounting Officer, apart from the vote books, are as follows:

- Cheque register
- Cash book that provides details of all cash receipts and payments in date order
- General ledger that contains transactions from the cash book recorded in accounting codes.

Similarly, on a monthly basis, each accounting code in the general ledger is extracted and compared to the approved budget. For expenditure returns, the spending unit is expected to summarize the expenditure broadly as follows:

- Personnel cost
- Overhead cost
- Capital spending on a project basis

6.3.6 Bank Reconciliation

Each MDA is required to carry out, at least once a month, a bank reconciliation of each bank account maintained and forward the statement and reconciliation to the Office of the Accountant General each month.

6.3.7 Monthly Expenditure Transcription

Each MDA is required to prepare a monthly transcription of expenditures from its books of accounts and submit it to the Office of the Accountant General, including both recurrent and capital expenditures. Copies will be forwarded to the NSPC and implementation unit for capital projects only.

For expenditure returns, the spending unit is expected to summarise the expenditure as:

- Personnel cost
- Overhead by line items
- Capital projects

6.3.8 Monthly Accounts Reconciliation

Each MDA will forward transcripts of its expenditure to the Office of the Accountant General, and a

designated desk officer is required to ensure that the transcripts agree with the State Treasury Accounts.

6.3.9 Annual Performance Audit

An annual performance audit exercise is to be carried out by the State to determine whether the State's capital expenditures -especially in Basic Education- were managed economically, efficiently, and effectively, and to produce actionable recommendations that enhance future spending quality and accountability.

1. **Economical:** Determine whether project inputs (materials, labour, equipment) were procured at the lowest possible cost without compromising quality.
2. **Efficiency:** Determine whether resources (funds, time, materials) were utilised optimally to achieve project outputs.
3. **Effectiveness:** Evaluate whether the projects achieved their intended outcomes— improved learning environment and access to quality education.

The Performance Audit exercise is expected to, at a minimum cover the 20 biggest items of expenditure by value, of the capital expenditures and at least 60% of the total value of the capital expenditures captured in the approved Annual Budget, for Basic Education (BED) – facility construction/rehabilitation, equipment, service access improvements, etc.

The Performance Audit is expected to align with the International Standards of Supreme Audit Institutions (ISSAI), ensuring a systematic, objective, and evidence-based assessment of how state resources were utilized.

ISSAI standards using the following methods:

1. Document Review
2. Stakeholder Consultations
3. Field Verification
4. Benchmarking

The Annual Performance Audit Report can be used as an addendum to the Audited Financial Statement (AFS) for the year under review or included as a section within the AFS before its publication.

Chapter 7: Budget Performance Review, Monitoring, and Evaluation

7.1 Basic Education Expenditure Review and Appraisal

The Basic Education budget shall be implemented within a robust Monitoring & Evaluation (M&E) framework to ensure optimal service delivery, value for money, and accountability to citizens. This chapter outlines the general framework for ensuring an outcome-based budget implementation and appraisal of the Basic Education budget.

Key Objectives of the Annual Basic Education Expenditure Review and Appraisal

- Ensure transparency and accountability by reporting Basic Education budget performance to citizens and the government.
- Enhance performance management by producing Quarterly Performance Reports (BPR) and conducting Performance Management Reviews.
- Strengthen the social contract between the Niger State Government and its citizens by demonstrating how public funds are used to improve primary education outcomes.
- Encourage citizen engagement by highlighting government challenges in Basic Education delivery (e.g., inadequate resources) and fostering appreciation of civic duties, such as tax payment.
- Improve evidence-based decision-making by using real-time service performance data to refine future Basic Education budget planning.

7.1.1 Performance Monitoring and Review Framework

7.1.1.1 Quarterly Budget Performance Reports (BPR)

The Quarterly Budget Performance Report (BPR) provides key insights on Basic Education policy implementation, service delivery progress, and resource utilization. All Basic Education MDAs, through the Department of Planning, Research and Statistics shall:

Engage in regular data collection, analysis, and reporting to assess basic education service performance.

The BPR shall be prepared every quarter, on or before 14 days after the end of the quarter by consolidating the monthly MDA expenditure tracking. The BPR should be prepared following the templates in Annex 6 or any other template issued by the NSPC.

Upon completion of the BPR, an internal (and where necessary external) stakeholder meeting should be convened to review and appraise the performance of the basic education budget for the quarter and necessary redress actions initiated to improve performance where necessary.

7.1.1.2 Annual Performance Management Review

Each MDA shall consolidate the quarterly BPR to evaluate the basic education's overall achievements, gaps, and challenges annually as well as identify the strategies to improve service delivery and budget efficiency.

This annual review is detailed in Section 3.3.1.1 above and how it integrates with the MTSS/SMTBEP. Future service delivery planning and MTSS/SMTBEP development will be informed by real-time performance data, this ensures budget allocations are evidence-based and directed towards high-impact basic education interventions.

Each MDA shall annually document and report on basic education service delivery performance through the following steps:

- Measure Basic Education outcomes against established KPIs and targets.
 - Use a performance rating system (e.g., traffic lighting rating system) to classify results as good, average, or in need of improvement.
 - Analyze service delivery strategies to determine their effectiveness in meeting government basic education priorities.
 - Identify necessary reforms in processes, procedures, and resource allocations to enhance basic education service delivery.
 - Update the Medium-Term Sector Strategy (MTSS) or Medium Term Basic Education (SMTBEP) budget allocations to improve the efficiency of Basic Education services.
- By implementing this performance-driven approach, all MDAs will ensure that resources are allocated to strategies that maximize impact, ultimately improving basic education outcomes for Niger State residents.

7.2 Monitoring and Evaluation of the Basic Education Budget

The Department of Planning, Research, and Statistics within the MDA shall lead the technical monitoring and evaluation (M&E) of Basic Education programs and projects working with the M&E Department of the NSPC. This process shall be structured, routine, and based on Key Performance Indicators (KPIs), requiring dedicated resources and standardized checklists.

A systematic M&E framework shall guide project and program monitoring, ensuring that sector performance aligns with government priorities and delivers tangible benefits to citizens.

7.2.1 Objectives of the Monitoring and Evaluation Framework

The Annual Sector Performance Review and Reporting process is adapted from the State M&E framework developed by the NSPC. The Performance Management Review and Report shall:

- Assess state-wide Basic Education outcome performance.
- Ensure transparency by reporting performance to citizens.
- Analyze service delivery strategies to determine if they are achieving the government's desired primary basic education outcomes.
- Provide evidence-based recommendations for improving basic education service delivery in the state.

7.2.2 Monitoring and Evaluation Process

Each MDA, where necessary, working with the MoB&SE and the NSPC, shall conduct routine M&E of ongoing projects and programs, with at least one Annual Performance Review conducted based on the M&E report. These reviews shall be documented in a formal Performance Report written by the MDA and subjected to independent validation before public dissemination.

Independent validation and review shall be carried out by the Niger State NSPC or any other MDA with applicable mandate to ensure accuracy and credibility.

The Department of Planning, Research, and Statistics within the MDA, working with the NSPC and the MoB&SE shall:

- Develop detailed Basic KPIs and M&E indicators.
- Routinely collate, analyze, and report M&E data for informed decision-making.
- Guide implementation and adjustments in Basic Education planning.
- Ensure the M&E process aligns with the State M&E framework.

7.2.3 Key Committees and Stakeholders

- MDA leadership** – Responsible for delivering Basic Education services and collecting performance data.
- M&E Department of the NSPC** – Provides technical support and coordinates M&E efforts across MDAs.

- c) **Performance Management Report Drafting Team** – A 10-member team responsible for analyzing performance data and preparing the Performance Management Report. The team consists of:
 - i. Director of Planning, Research, and Statistics.
 - ii. Senior technical officers from the Ministry of Budget and Economic Planning.
 - iii. Planning Officers and Budget Analysts.
- d) **Performance Management Review Committee** – High-level committee responsible for:
 - i. Facilitating performance reviews and securing resources.
 - ii. Conducting first-line reviews and approvals of performance reports.
- e) **Civil Society Organizations (CSOs) & Citizens** – Clients of public primary and JSS, engaged to ensure accountability and transparency.
- f) **Chairman of the House Committee on Education & State House of Assembly Members** – Oversight and legislative support.

Technical Evaluation Team (Niger State Ministry of Budget & Planning) – Conducts independent assessment of sector performance

Chapter 8: Conclusion

8.1 Conclusion

This Guideline serves as a guide to assist the NSUBEB and other relevant stakeholders in the planning and administration of the annual Basic Education budget in the Niger State Government. This Guideline also assists citizens and citizens' groups to participate more effectively at all stages of Basic Education budgeting in Niger State, it will not only assist in improving stakeholders' understanding of the Basic Education budgeting process in the state but also the mechanism of the government in Basic Education budget planning, execution, control, and reporting. Hence, all MDAs in the Basic Education Sector of Niger State must adhere to the standard procedures outlined in the Guideline.

8.2 Review and Revision of the Guideline

This Guideline may, if necessary, be reviewed every three years to capture emerging trends, developments, and reforms in budgeting in the public finance space, either locally, nationally, or globally, based on the advice of the Niger State Ministry of Budget and Planning. Budget and Basic Education stakeholders (government and non-government) may also request a review of this Guideline, in this case, in writing, with recommendations on why the Guideline should be reviewed. This request should be addressed to the Commissioner through the Permanent Secretary of the Ministry of Basic and Secondary Education. The Ministry, after liaising with the NSPC, will deliberate on the merits of all requests and act, as necessary. This Guideline may also be reviewed if there are changes in the budgeting coordination arrangements of the state (either legal or institutional changes). In this case, the approval of the Commissioner of Budget and Planning will be required to authorize the review. The Director of Basic Education Planning, Research, and Statistics of the Ministry of Basic and Secondary Education will facilitate all reviews, in close collaboration with the State Director of Budget, and with the participation of all relevant MDAs and CSO groups.

Annexes

Annex 1: Consolidated Budget Activities, responsibilities, outputs, and timelines

(Budget Calendar)

S/N	Budget Activity	Month												Start Dates	End Date	Responsibility	Output	
		J	F	M	A	M	J	J	A	S	O	N	D					
Budget Planning and Preparation																		
1	Agency/Sector performance/ review (previous year's Budget Performance Report)																Planning Directorate	Agency/Sector Performance/ Review Report
2	Collection of spending, revenue, and expenditure performance data - budgeted and actual, macroeconomic indicators, etc., for preparation of EFU-FSP-BPS																Ministry of Finance, Planning and Budget Directorates	Updated EFU-FSP-BPS dataset
3	Issue Budget Calendar																Budget Directorate	Budget Calendar
4	Preparation of EFU-FSP-BPS																Ministry of Finance, Planning and Budget Directorates	Draft EFU-FSP-BPS document
5	Submit EFU-FSP-BPS draft to ExCo																Ministry of Finance, Planning and Budget Directorates	Memo, Executive Summary of EFU-FSP-BPS
6	Governor's approval of EFU-FSP-BPS document																HE Governor	Updated EFU-FSP-BPS document
7	Submission of EFU-FSP-BPS document to, and approval by Niger State House of Assembly (NSHA)																NSHA	Updated EFU-FSP-BPS document
8	Medium term (three year) sector ceilings circulated (indicative ceilings may be issued earlier)																Planning and Budget Directorates	Memo (accompanied by EFU-FSP-BPS document)
9	Develop/ Update Medium Term Sector Strategies (MTSS)/Budget Plans																MDAs/ Sector Teams	MTSSs/MTBP
10	Issue Budget Call Circular (BCC)																Budget Directorate	Call circular document
11	Preparation and submission by MDAs of first draft budget (incorporating updated MTSS budgets)																MDAs/ Sector Teams/ Budget Directorate	Budget submissions
12	Collation of MDAs' first budget draft																Budget Directorate	First draft budget
13	MDAs' budget defence/ negotiations																MDAs/ Budget Directorate	Minutes
14	Revision of draft submission of budget estimates																Budget Directorate	Updated budget submissions
15	Consolidation of MDAs' budget estimates																Budget Directorate	Second draft budget
Budget Approval																		
16	Submission of draft budget estimates to ExCo																Budget Directorate	Memo
17	Further revision, correction, and resubmission to ExCo/Governor																Budget Directorate	Third draft budget
18	ExCo presentation of the budget proposal to NSHA																HE Governor	Presentation
19	NSHA review and passage/presentation for Governor's Assent																NSHA	Fourth draft budget
20	Budget sign-off by the Governor																HE Governor	Appropriation Bill
21	Public presentation of the approved annual budget by the Governor																HE Governor	Budget speech, published budget

22	Publication of the budget, including Citizens' Budget, online																	Budget Directorate	Citizens' Budget, full budget online
Floating Activities																			
A	Internal budget retreats, for example, for budget planning and budget presentations																	Various	Agenda, presentation, minutes
B	External budget retreats, for example, stakeholder/ CSO engagement in sector reviews, EFU-FSP-BPS preparations, MDA budget preparation																	Various	Agenda, presentation, minutes

Annex 2a: Snapshot of Project Prioritization Template

S/N	Project Code	Project Name	Project's Contribution to State Development Plan Goals								Total Score	Project Ranking	Physical Location: Local Government/ Multiple LGAs/ Statewide (Add comment if more than one LGAs)	Project Status (Ongoing / New)	Timelines	
			An inclusive economy that creates income and employment opportunities	A sustainable infrastructure that improves living standards and catalyses economic growth and development	An educated, productive skilled, enterprising, healthy and secure citizen	A clean, green, healthy, and sustainable environment	Setting out the principles that underpin support for good governance	Project Status (Ongoing = 3; New = 1)	Likelihood of completion not later than 2028 (2026 = 3; 2027 = 2; 2028 = 1; Beyond 2028 = 0)	Nature of Project (Development = 3; Administrative = 1)					Project Commence Year	Expected Year of Completion
1	000000	Construction of 2nos. Primary School in Birnin Niger	2	2	3	3	2	3	3	3	21	1	Multiple LGAs	Ongoing	2026	2026
2	000000	xyz	2	2	2	1	1	1	2	1	12	3	Multiple LGAs	New	2026	2029
3	000000	xyz	3	3	3	1	1	1	0	3	15	2	Multiple LGAs	New	2028	2030
4											0	4				

Annexe 2b: Snapshot of Project Costing Template

S/N	Project Code	Project Name	Project Components	Unit or Quantity			Cost per Unit (=N=)			Amount Approved for the Project in 2025 Budget (N)	Budget Requirement in MTSS Years (N)			Total Budget Requirement for the MTSS Period (N)
				2026	2027	2028	2026	2027	2028		2026	2027	2028	
										20,000,000	222,350,000	1,600,000	1,600,000	225,550,000
1	000000	Construction of 2nos. Primary School in Birnin Niger	2 Acre of Land	2	0	0	5,000,000			10,000,000	0	0		
			Sand	20	0	0	50,000			1,000,000	0	0		
			Stone	25	0	0	70,000			1,750,000	0	0		
			Iron	200	0	0	23,000			4,600,000	0	0		
			Cement	300	0	0	10,000			3,000,000	0	0		
			Roofing and Finishing	2	0	0	100,000,000			200,000,000	0	0		
			Labour/Personnel cost	25	20	20	80,000	80,000	80,000	2,000,000	1,600,000	1,600,000		
2	000000	xyz								0	0	0	0	
										0	0	0		
										0	0	0		
										0	0	0		
										0	0	0		
										0	0	0		
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3	000000	xyz								0	0	0	0	
										0	0	0		
										0	0	0		
										0	0	0		

											0	0	0
											0	0	0
											0	0	0
											0	0	0

Annexe 3: Snapshot of Prioritized and Costed Project Summary Sheet

S/N	Project Code	Project Name	Project Score	Project Ranking	Physical Location (LGA(s))	Project Status (Ongoing/New)	Timelines		Amount Approved for the Project in 2025 Budget (N)	Budget Requirement for Plan (N)		
							Project Commencement Year	Expected Year of Completion		2026	2027	2028
1	000000	Construction of 2nos. Primary School in Birnin Niger	21	1	Multiple LG	Ongoing	2026	2026	20,000,000	222,350,000	1,600,000	1,600,000
2	000000	xyz	12	3	Multiple LG	New	2026	2029	0	0	0	0
3	000000	xyz	15	2	Multiple LG	New	2028	2030	0	0	0	0
4	0	0	0	4	0		0	0	0	0	0	0
5	0	0	0	4	0		0	0	0	0	0	0

Annex 4: Capital Expenditure Projection Template

Economic Code	Expenditure Entity	Budget	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec

Annex 5: MDA Workplan Template (Capital Project)

Spending Entity (MDA):								
Economic Code	Activity/Project/Programme	Budget/Costs	Start Date	Completion Date	Cost Broken down to Months	Outputs	Responsible Person(s)	Remarks

Annex 6: Monthly/Quarterly Budget Performance Report Template

Economic Code	Particulars	Annual Budget	Month/Quarter Actual	Actual to Date	Liability Committed	Total Exp & Liability	Balance Available
	Personnel						
21010100	Salaries and Wages			-		-	0
21020100	Allowances			-		-	0
21020200	Social Contribution			-		-	0
	Total	0	-	-		-	0
22010100	Social Benefits					-	0
	Overhead						
22020100	Travels and Transport					-	0
22020200	Utilities					-	0
22020300	Materials and Supplies					-	0
22020400	Maintenance Services					-	0
22020500	Training					-	0
22020600	Other Services					-	0
22020700	Consulting and Professional Services					-	0
22020800	Fuel and Lubricants					-	0
22020900	Financial Charges					-	0
22021000	Miscellaneous Expenses					-	0
22030100	Staff Loans and Advances					-	0
22040100	Local Grants and Contributions					-	0
22040200	Foreign Grants and Contributions					-	0
22050100	Subsidies to Government Owned Parastatals					-	
22060100	Public Debt Charges					-	

	Total	0					0
	Capital						
23010100	Fixed Assets General						
23020100	Construction & Provision						
23030100	Rehabilitation/ Repairs						
23040100	Preservation of the Environment						
23050100	Acquisition of Non-Tangible Assets						

Annex 7: Community Charter of Demand Template

COMMUNITY NEEDS & DEMAND CHARTER TEMPLATE

DATE/BUDGET YEAR:	
Ward:	
Local Government:	State:

S/N	Priority Needs (List as appropriate – 1 as most important priority...)	Ministry, Sector, Tier of Government (FG, State or LGA)	Describe what the current situation or challenge is	Describe how the current situation or challenge affects women, PWDs, youth and the elderly	Describe what the Community want	Community/ location (where do you want it)
1						
2						
3						
4						