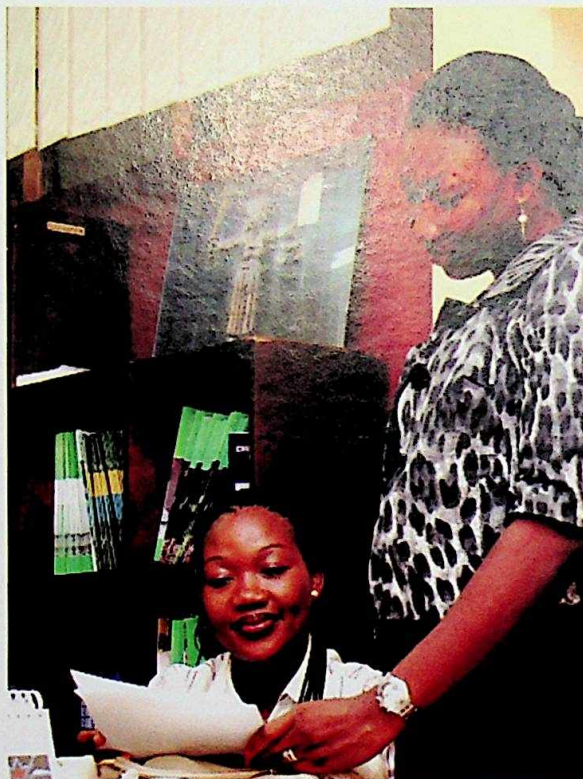


# Mandate mapping shows the way to better governance

The improvement of governance is a primary aim of the Department for International Development (DFID) State Partnership for Accountability, Responsiveness and Capability (SPARC) programme in its support for Nigeria to achieve the Millennium Development Goals (MDGs). A fundamental of good governance is that the responsibilities and structures of key Ministries, Departments and Agencies (MDAs) should be clearly described. This is essential for transparency, effective planning and accountability, and avoids the confusion of overlapping and incomplete mandates. This note summarises the outcomes and impact of SPARC-supported mandate mapping exercises conducted in Enugu, Jigawa, Kaduna, Kano and Lagos in 2009 and 2010.



The Justice Reform Team office.

In **Enugu**, mandates for the provision of rural water supplies were shared between two ministries (Water and Rural Development) and local governments, making it difficult for service users to hold anyone accountable

In **Kaduna**, the crucial area of workforce planning (including utilisation, retention, deployment and development) suffered badly from confused responsibilities between the Ministry of Economic Planning and the Bureau of Establishments

In **Jigawa**, the State Government had never before attempted to document the mandate of its 74 MDAs, and the exercise revealed a variety of overlaps and misplaced functions, such as the Dutse Model International School being placed under the mandate of the Secretary to the State Governor instead of the Ministry of Education, Science and Technology

In **Lagos**, the State Government expressed concern that structures were not well-aligned to service delivery requirements, and the structure was not published or well-understood by staff or citizens.

## The Situation before SPARC support

Baseline studies conducted at the outset showed that none of the five SPARC-supported states were able to produce an organisational map showing the responsibilities and structure of government agencies. Commissioners and civil servants in every state described problems arising from this lack of clarity, and placed a high priority on documenting the roles and mandates of their organisations. Examples of the problems cited included:

## The Process and Outcomes

In all five SPARC States, mandate mapping is complete or nearly complete. Mandates are already published or awaiting approval for publication. Several states have begun the process of resolving mandate problems identified through the process. Most states are using the agreed mandates as the starting point for deeper organisation development through the Corporate Planning process supported by SPARC.

In all states the process was participatory, and took around one year to complete. This was because the concept was not familiar to civil servants and because there were very few documents that could be relied upon.

In Enugu, the process was collaborative from the beginning, but the State Government took a firm lead (with SPARC technical support) once a first draft was completed. Real impetus came with the active involvement of the Secretary to the State Government who set up a State Government working group (without direct SPARC involvement) to finalise the document – which is to be presented to His Excellency the Governor and the Council of Ministers for final endorsement.

In Kaduna, a formal Mandates Analysis Committee (of permanent secretaries) was established to review the MDA mandate submissions and adjudicate where there were inadequacies, overlaps or contradictions. The final report included recommendations on mandate changes to be endorsed by the Head of Service and presented to the Executive Committee, and the Head of Service is currently beginning implementation.

In Jigawa, participatory data collection was led by the Public Service Management Core Group under the Office of the Head of Service. The recommendations to amend the mandates were validated and are to be approved by His Excellency the Governor before being published, along with the MDAs' vision and mission statements. The Government has committed to update the mandates in a transparent manner every five years.

In Kano, an exercise involving the seven MDAs leading on Corporate Planning considered individual MDA organograms, and for the first time compiled a whole-government organogram. The lively discussion about structure and accountabilities demonstrated the need for the work. Participants encircled the organogram with 'the public', showing where ultimate accountability lies. In addition to considering overlaps between MDAs, the group also looked at critical partners for delivering outcomes.

In Lagos, a pilot exercise in six MDAs was followed by a year-long process in which 85 MDAs were mapped. As part of SPARC support to building state government capacity for reform, the information was collected and summarised by teams from the Management Services and Reform Directorate (MSRD) with extensive SPARC support. Lagos State is currently considering the draft mandates.

## Lessons learned

### Impact

Although the process is new, state governments now have a concise document describing all of the mandates of their MDAs  
Mandates are being published and made available to civil servants and the public  
State governments now have the capacity to maintain their organograms and mandate statements in future  
The participatory process has focussed attention on the importance of clear mandates and created momentum for state governments to address some of the most important structural anomalies  
The mandate mapping has created a firm foundation for MDAs to begin more in-depth improvements through the Corporate Planning process.

### Some Specific Examples:

**In Enugu:** Draft (but widely accepted) mandates were used in drawing up the new State Budget Codes. The State Government Working Group is continuing its task of reviewing the mandates as a basis for structural reform

**In Lagos:** The state government now has a comprehensive picture of mandates, which has allowed rapid progress with the Corporate Planning process

**In Kaduna:** Mandates have provided the fundamental starting point for the preparation of MDA strategic and corporate plans

**In Jigawa:** The Chairman of the PSM Core Group has described the mandate mapping document as the foundation stone for all public service reform efforts in Jigawa over the next 10 years

**In Kano:** The Ad Hoc Mandate Mapping Group called for a quick finalisation of the mapping process and there is commitment to taking this work forward under the new government.

### For more information

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