



**FEDERAL REPUBLIC OF NIGERIA**

# **FGN 2022 Budget Call Circular**

**Federal Ministry of Finance, Budget and National  
Planning (FMFBNP)  
Abuja**

19<sup>th</sup> August, 2021



**BD/2000/EXP/S.800/I/3/46**

**From:** The Honourable Minister  
Federal Ministry of Finance, Budget and National Planning

**To:**

The Chief of Staff to the President  
The Deputy Chief of Staff to the Vice-President  
All Honourable Ministers/Ministers of State  
The Secretary to the Government of the Federation  
The Head of the Civil Service of the Federation  
All Service Chiefs/Inspector-General of Police  
All Chairmen of Commissions  
The Governor, Central Bank of Nigeria  
All Permanent Secretaries/Heads of Extra-Ministerial Departments  
The Clerk of the National Assembly  
The Executive Secretary, National Judicial Council  
The Auditor-General for the Federation  
The Accountant-General of the Federation  
All Directors General/Chief Executives of Parastatals/Government Agencies

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## **2022 BUDGET CALL CIRCULAR**

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### **1. INTRODUCTION**

- 1.1 The 2022 Budget Call Circular sets out the requirements and instructions that must be satisfied and followed in the preparation of the 2022 Federal Government of Nigeria (FGN) Budget Proposal. Thus, all Ministers/Chief Executives/ Accounting Officers and other officers responsible for budget preparation are advised to read this Budget Call Circular carefully. All are also enjoined to strictly adhere to these guidelines and instructions including, but not limited to, the revenue cost optimisation measures indicated herein.
- 1.2 The preparation of the budget estimates for Ministries, Departments and Agencies (MDAs) should take into consideration the policies/strategies contained in the 2022 - 2024 Medium Term Expenditure Framework and Fiscal Strategy Paper (MTEF/FSP) which is the FGN's pre-budget statement. The MTEF/FSP outlines the



development priorities of the FGN for the period covered. Further to this, the FGN's annual budget shall be prepared using the Zero-Based Budgeting (ZBB) approach and in line with the government's policy thrust, as articulated in the **Medium-Term National Development Plan (MTNDP 2021-25)**, as well as other relevant circulars.

- 1.3 As a reminder, the ZBB is a budgeting system in which all provisions for programmes/projects must be justified for each new budget period. The ZBB process seeks to justify individual resource allocation plans, regardless of prior years' provisions and discourages the practice of regular incremental budget adjustments. Each programme/project is to be carefully scrutinized before resources are allocated. In other words, the process places emphasis on **actual NEEDS**, taking into account the available resources. Therefore, all MDAs are to carefully scrutinize and justify their projects and programmes for which resources are to be allocated **in line with the immediate needs of the country as well as government's development priorities as set out in the MTNDP and the 9 Priority areas contained in the Ministerial Mandates issued by the Secretary to the Federal Government (SGF).**
- 1.4 These priorities, and the 2022 budget estimates, **MUST** be linked to the MTNDP's core Objectives, which are:
- a) Establishing a strong foundation for a diversified economy;
  - b) Investing in critical physical, financial, digital, and innovation infrastructure;
  - c) Building a solid framework and enhancing capacities to strengthen security and ensure good governance; and
  - d) Enabling a vibrant, educated, and healthy populace.
- 1.5 Prominence should also be accorded to human capital development, specifically Health, Education and Social Inclusion in resource allocation. **Please see annexure 4** for more details on the MTNDP's objectives and pillars as well as Ministerial mandates.



## 2. BACKGROUND

### Review of 2021 Federal Budget

2.1 The key underlying assumptions of the 2021 Budget include:

- Benchmark oil price of US\$40pb;
- Oil production of 1.86mbpd; and
- Exchange rate of N379/US\$

Description	2021 Budget	May 2021 Actual
Oil Price Benchmark (US\$/b)	40.0	*68.53
Oil Production (mbpd)	1.86	^^1.70
Exchange Rate (N/\$)	^379	**410.15
Inflation (%)	11.95	+17.93
GDP Growth Rate (%)	`3.0	``0.51

\*Average price of Nigerian crude for the period.

^^Average production up to May, inclusive of production for repayment of cash call arrears and condensates of about 300kbpd.

\*\* Current Exchange rate at the I&E window

+ Inflation rate as at May, 2021.

` Revised GDP growth rate 2021 is 2.5%; ``Q1 2021 GDP growth rate.

**Source: BOF, NBS, CBN, NNPC, OPEC**

Based on these, an aggregate revenue of N8.13 trillion (including GOEs) was projected to fund the revised 2021 Budget of N14.57trn (*inclusive of the supplementary budget*). This implies a deficit of N6.4 trillion (or 4.49% of GDP) which is to be financed mainly by borrowing.

2.2 As at 30<sup>th</sup> Jun 2021, FGN's retained revenue was N2.23 trillion (67% of the N3.99 trillion pro-rated budget). The shortfall of 33% is attributable to the underperformance of both oil and some non-oil revenue sources such as the Electronic Money Transfer Levy (EMTL), Recoveries & Fines etc.

- FGN share of oil revenues was N492.44 billion (representing 49% of the prorated sum in the 2021 budget) while non-oil tax revenues totaled N778.18 bn (104.5% of prorated target).
- Companies Income Tax (CIT) and Value Added Tax (VAT) collections were ahead of the budget targets with N397.02 billion and N129 billion, representing 116.5% and 108.2% respectively of the prorated targets for the period.



- Customs collections was N234.02 billion (92.1% of prorated target).
  - Other revenues amounted to N922.02 billion, of which independent revenue was N558.13 billion. and EMTL was N7.09bn. Recoveries & Fines collected during the period are yet to be booked in the fiscal accounts.
- 2.3 On the expenditure side, **N11.53 trillion** was appropriated (excluding GOEs and Project-tied loans), while **N5.81 trillion** (representing **92.4% of the prorated N6.29 trillion**) was spent. A total of N2.23 trillion was released for non-debt recurrent expenditure, including Salaries, Pensions and Overheads, while N2.02 trillion was expended on debt service obligations during the period (*35% of FGN expenditure*).
- 2.4 As of mid-August 2021, **N1.3 trillion (84.7%) had been released for capital expenditure.**
- 2.5 In effect, a deficit of N3.01 trillion was incurred as at end of May 2021, which is 53.78% of the budgeted deficit for the full year.

### 3. THE 2022 BUDGET FRAMEWORK

3.1 In line with the global and domestic economic outlook, the key parameters as well as other macroeconomic projections driving the medium-term revenue and expenditure framework are indicative of gradually rebounding activities in both the global and domestic economy

**Table 3.1: Key Macroeconomic Assumptions**

Description	2020 Budget	2020 Actual	2021 Budget	2021 Revised Forecast	2022	2023	2024
Oil Price Benchmark (US\$/b)	28.0	43.0	40.0	40.0	57.0	57.0	55.0
Oil Production (mbpd)	1.80	1.79	1.86	1.86	1.88	2.23	2.22
Exchange Rate (N/\$)	360.0	379.0	379.0	379.0	410.15	410.15	410.15
Inflation (%)	14.15	13.20	11.95	15.00	13.00	11.00	10.00
Non-Oil GDP (N'bn)	131,155.5	142,128.4	132,592.2	154,102.1	169,697.4	185,558.3	203,799.2
Oil GDP (N'bn)	8,691.9	10,195.6	10,102.2	14,500.5	14,684.6	15,594.7	17,976.6
Nominal GDP (N'bn)	139,517.5	152,324.1	142,192.1	168,602.6	184,382.0	201,153.0	221,775.8
GDP Growth Rate (%)	(4.20)	(1.90)	3.00	2.50	4.20	2.30	3.30
Imports	8,988.3	25,560.0	13,439.8	30,348.5	33,188.8	36,207.5	39,919.6
Nominal Consumption (N'bn)	117,913.74	119,919.29	118,887.27	136,568.11	149,349.40	162,933.91	179,638.41

Source: BOF, NBS, CBN, NNPC

3.2 Further to the above, and in accordance with the 2022 - 2024 Medium-Term Expenditure Framework and Fiscal Strategy Paper, the aggregate FGN revenue available for budget (including GOEs) for



fiscal year 2022 is projected at **₦8.762 trillion**, while the aggregate expenditure level is projected to be **₦13.98 trillion (inclusive of GOEs, grants/donor funded projects)**. This aggregate expenditure is made up of Statutory Transfers of **₦613.36 billion**, Debt Service of **₦3.61 trillion**, Sinking Fund of **₦292.71 billion**, and Recurrent (non-debt) expenditure of **₦6.21 trillion**. A total of **₦4.79 trillion** (inclusive of **₦750.04 billion** for GOEs) is provided for personnel and pension costs, an increase of **₦534.40 billion** over 2021. This is **57%** of projected aggregate revenues for 2022.

- 3.3 Having made these provisions, the aggregate amount available for capital expenditures in the 2022 budget is **₦3.61 trillion**. This represents 26% of total expenditure (short of the 30% target set by the current administration), and is 17.3% less than the 2021 provision of **₦4.13 trillion**. The 2022 provision comprises of **₦1.76 trillion** for MDAs, **₦366.14 billion** capital supplementation, **₦345.78 billion** capital component of statutory transfers, **₦10 billion** capital component of the Special Intervention Programme, **₦425.02 billion** capital budget of GOEs, **₦62.24 billion** for donor/grant funded expenditures and **₦638.32 billion** funded by project-tied loans.
- 3.4 The **₦1.76 trillion** available for MDAs' capital is **₦259.32 billion (representing 12.8%)** less than the provision for MDAs in the 2021 Appropriation Act. The provision for development expenditure has been constrained by low revenues, increasing personnel and pension, as well as debt service costs. In addition, the continual provision of fuel and electricity subsidies is a major drainer to overall government revenues. **Tables 3.3 [a] and [b]** below show the summary fiscal framework of the FGN for 2022.
- 3.5 The Statutory Transfers of **₦613.36 billion** consist of allocations to the National Judicial Council (NJC), Universal Basic Education Commission (UBEC), Niger Delta Development Commission (NDDC), National Assembly (NASS), Independent National Electoral Commission (INEC), National Human Rights Commission (NHRC), Public Complaints Commission (PCC), North East Development Commission (NEDC) and Basic Health Care Provision fund (BHCPF). It is expected that these arms of Government and agencies will apply the funds transferred strictly to accomplish the purposes for which



they are intended. In compliance with the Fiscal Responsibility Act (2007), all beneficiaries of statutory transfers will be required to provide the BOF periodic reports of the allocation and expenditure of the funds received.

**Table 3.3: (a) FGN Net Revenue Heads in Fiscal Year 2022**

FISCAL ITEMS		2021 Budget Passed by NASS	2022 Proj.	2023 Proj.	2024 Proj.
Budget Oil Production Volume Net Incremental Oil Production for Repayment Arrears (mbpd)		1.86	1.88	2.23	2.22
Projected Budget Benchmark Price (US\$ per barrel)		40.00	57.00	57.00	55.00
Average Exchange Rate (N/US\$)		379.0	410.15	410.15	410.15
<b>AMOUNT AVAILABLE FOR FGN BUDGET (excluding GOEs retained revenue)</b>		<b>6,637,575,467,981</b>	<b>7,263,944,617,205</b>	<b>8,762,451,426,482</b>	<b>9,215,713,059,757</b>
a	Share of Oil Revenue	2,011,017,892,674	3,156,278,354,821	4,439,626,835,921	4,196,555,607,485
b	Share of Dividend (NLNG)	208,540,960,000	184,030,182,000	189,661,046,400	94,830,523,200
c	Share of Minerals & Mining	2,650,393,903	2,915,433,293	3,206,976,622	3,527,674,285
d	Share of Non-Oil Taxes	1,488,924,372,031	2,132,083,163,179	2,477,681,452,754	3,166,884,669,164
	Share of CIT	681,718,292,330	909,302,644,947	1,066,293,595,841	1,172,252,031,588
	Share of VAT	238,426,227,556	316,691,050,420	346,706,889,697	380,930,241,180
	Share of Customs	508,269,596,837	834,116,601,034	909,986,093,986	1,003,280,761,766
	Share of Federation Act. Levies	60,510,255,308	71,972,866,778	154,694,873,230	610,421,634,630
	Share of Electronic Money Transfer Levy (formerly called Stamp Duty)	500,000,000,000	29,367,152,138	36,184,526,741	43,421,432,089
e	Revenue from GOEs	2,173,860,133,098	2,039,567,627,394	2,232,114,703,577	2,341,258,774,100
f	GOEs Operating Surplus (80% of which is captured in Independent Revenue)	(825,023,025,138)	(944,298,935,002)	(814,226,892,523)	(661,031,281,755)
g	Independent Revenue	1,061,898,590,939	1,089,243,957,812	1,220,264,847,149	1,314,264,632,639
h	Transfers from Special Levies Accounts	300,000,000,000	300,000,000,000	300,000,000,000	300,000,000,000
i	Signature Bonus / Renewals / Early Renewals	677,015,511,478	280,855,138,079	-	-
j	Domestic Recoveries + Assets + Fines	32,675,085,307	26,933,139,822	33,587,644,833	33,587,644,833
k	Grants and Donor Funding	354,852,661,650	62,238,096,061	62,238,096,061	62,238,096,061
<b>AMOUNT AVAILABLE FOR FGN BUDGET (including GOEs)</b>		<b>7,986,412,575,941</b>	<b>8,359,213,309,897</b>	<b>10,180,339,237,536</b>	<b>10,895,940,552,103</b>

**Table A: An Overview of FGN Net Revenue**

**(b) Distribution to Expenditure Heads in Fiscal Year 2022**

FISCAL ITEMS		2021 Budget Passed by NASS	2022 Proj.	2023 Proj.	2024 Proj.
Budget Oil Production Volume Net Incremental Oil Production for Repayment Arrears (mbpd)		1.86	1.88	2.23	2.22
Projected Budget Benchmark Price (US\$ per barrel)		40.00	57.00	57.00	55.00
Average Exchange Rate (N/US\$)		379.0	410.15	410.15	410.15
<b>STATUTORY TRANSFER</b>		<b>496,528,471,273</b>	<b>613,358,534,525</b>	<b>701,945,427,979</b>	<b>727,110,522,689</b>
<b>DEBT SERVICE</b>		<b>3,124,380,000,000</b>	<b>3,609,241,188,415</b>	<b>4,933,150,900,077</b>	<b>6,167,302,672,992</b>
<b>SINKING FUND</b>		<b>200,000,000,000</b>	<b>292,711,793,135</b>	<b>247,726,644,470</b>	<b>232,002,962,545</b>
<b>RECURRENT (NON-DEBT)</b>		<b>5,641,970,060,680</b>	<b>6,205,011,154,753</b>	<b>6,412,803,897,746</b>	<b>6,490,915,089,182</b>
a	Personnel Costs (MDAs)	3,046,464,689,489	3,469,178,444,276	3,573,253,797,604	3,573,253,797,604
b	Personnel Costs (GOEs)	701,162,016,535	750,038,374,499	779,313,511,833	833,990,459,384
c	Overheads (MDAs)	325,878,658,542	335,655,018,298	335,655,018,298	335,655,018,298
d	Overheads (GOEs)	312,081,710,125	261,269,575,246	302,338,675,825	325,772,919,710
e	Pensions, Gratuities & Retirees Benefits	504,191,130,679	567,002,149,814	584,012,214,308	584,012,214,308
f	Other Service Wide Votes (including GAVI/Immunization)	337,191,855,311	406,867,592,621	423,230,679,878	423,230,679,878
h	Presidential Amnesty Programme	65,000,000,000	65,000,000,000	65,000,000,000	65,000,000,000
<b>SPECIAL INTERVENTIONS (Recurrent)</b>		<b>350,000,000,000</b>	<b>350,000,000,000</b>	<b>350,000,000,000</b>	<b>350,000,000,000</b>
<b>AGGREGATE CAPITAL EXPENDITURE</b>		<b>4,374,199,343,849</b>	<b>3,616,302,881,369</b>	<b>3,601,944,294,870</b>	<b>3,618,459,488,186</b>
a	Capital Supplementation (see appendix)	695,898,390,000	366,137,096,061	366,137,096,061	366,137,096,061
b	Capital Expenditure in Statutory Transfers	249,049,989,627	354,784,001,633	439,552,139,816	463,601,102,811
c	Social Investment Programme (Capital)	10,000,000,000	10,000,000,000	10,000,000,000	10,000,000,000
d	Amount Available for MDAs Capital Expenditure	2,019,119,204,546	1,759,804,022,579	1,759,804,022,579	1,759,804,022,579
e	GOEs Capital Expenditure	335,593,381,300	425,024,504,882	450,385,464,550	442,851,694,870
f	Grants and Donor Funded Projects	354,852,661,650	62,238,096,061	62,238,096,061	62,238,096,061
g	Multi-lateral / Bi-lateral Project-tied Loans	709,685,716,725	638,315,160,152	513,827,475,803	513,827,475,803
<b>Capital Expenditure (Exclusive of Transfers)</b>		<b>4,125,149,354,222</b>	<b>3,261,518,879,736</b>	<b>3,162,392,155,054</b>	<b>3,154,858,385,375</b>
<b>TOTAL FGN BUDGET (Excluding GOEs &amp; Project-tied Loans)</b>		<b>11,529,505,061,490</b>	<b>11,907,193,935,785</b>	<b>13,412,153,897,316</b>	<b>14,655,747,083,016</b>
<b>TOTAL FGN BUDGET (Including GOEs &amp; Project-tied Loans)</b>		<b>13,588,027,886,175</b>	<b>13,981,841,550,564</b>	<b>15,458,019,025,327</b>	<b>16,772,189,632,782</b>

**Table B: An Overview of FGN Expenditure**

**3.6** The **₦3.609** trillion in respect of Debt Service is made up of **₦2.506** trillion for Domestic Debt, and **₦1.103** trillion for Foreign Debt.





Additionally, **₦292.7 billion** is provisioned for Sinking Fund to retire maturing loans.

3.7 The aggregate sum of **₦3.261 trillion** (excluding capital component of statutory transfers) has been set aside for critical capital expenditure, as summarised below:

- (i) **₦1.759 trillion** for MDAs' capital expenditure;
- (ii) **₦366.14 billion** for Capital Supplementation;
- (iii) **₦62.24 billion** for Grants and donor funded projects;
- (iv) **₦10 billion** for Social Investment Programme,
- (v) **₦425.02 billion** for GOEs; and
- (vi) **₦638.32 billion** for Multi-lateral and Bi-lateral Project-tied loans.

3.7.1 The thrust of the FGN's capital expenditure programme in 2022 will be completion of as many ongoing projects as possible, rather than starting new projects. Thus, MDAs are hereby advised that new projects will not be admitted into the capital budget for 2022, unless adequate provision has been made for completion/work programme of **ALL** ongoing projects.

3.8 Additionally, the FGN in furtherance of its inclusiveness agenda, intends to sustain the Social Investment Programme (SIP). Accordingly, a total of **₦350 billion** is proposed to be allocated for the recurrent component of the SIP.

## 4. GUIDELINES FOR BUDGET PREPARATION

### 4.1 General Instructions

#### 4.1.1 Budget Ceilings

Overhead budget ceilings will be issued by the BOF for individual MDAs. Thus, all MDAs are required to work within and not exceed their 2022 overhead ceilings for the purpose of preparing their 2022 **Overhead budget submissions**.

**The Sectoral Capital budget ceilings** for 2022 are as shown in the schedule below. The BOF will further disaggregate these sectoral ceilings to ceilings for individual MDAs which will be issued subsequently. The capital budget ceilings reflect FGN's commitment





to the effective implementation of the Medium-Term National Development Plan (MTNDP) 2021 - 2025 and MDAs are required to keep projects/programmes within their respective Ministerial mandates as approved by Mr. President. **Where any indicated ceiling is exceeded, MDAs are to note that the BOF will use its discretion in adjusting down to the approved ceiling without any recourse to the MDA.**

CELILING ALLOCATIONS BY STANDARD CLASSIFICATION OF THE FUNCTIONS OF GOVERNMENT (COFOG)			
	Functions	% Share	N
1	General Public Service	13%	217,139,008,596
2	Economic Affairs	49%	847,323,401,520
3	Education	6%	100,758,453,523
4	Health	6%	108,294,404,513
5	Housing and Community Amenities	5%	86,782,567,477
6	Public Order and Safety	7%	121,342,937,254
7	Environmental Protection	1%	12,612,483,883
8	Recreation, Culture and Religion	1%	17,977,464,247
9	Social Protection	5%	94,628,612,603
10	Defence	7%	128,944,688,963
	Capital Reserve	0%	24,000,000,000
	<b>Total</b>	<b>100%</b>	<b>1,759,804,022,579</b>

CEILING ALLOCATION BY MTNDP THEMATIC AREAS		
Public Administration and Security	27%	477,872,350,734
Infrastructure	35%	624,343,439,991
Economic Growth & Development	11%	197,520,346,435
Regional Development	1%	25,459,615,093
Human Capital Development	12%	209,052,858,036
Social Development	11%	201,555,412,290
Capital Reserve	1%	24,000,000,000
<b>Total</b>	<b>100%</b>	<b>1,759,804,022,579</b>



2022 PROPOSED SECTORAL CAPITAL EXPENDITURE CEILINGS		
NO	MDA	2022 PROPOSAL
1	PRESIDENCY	25,824,795,887
2.	DEFENCE	128,944,688,963
3.	MINISTRY OF FOREIGN AFFAIRS	7,435,754,521
4.	FEDERAL MINISTRY OF INFORMATION & CULTURE	10,445,715,921
5.	MINISTRY OF INTERIOR	39,646,791,081
6	OFFICE OF THE HEAD OF THE CIVIL SERVICE OF THE FEDERATION	2,606,362,713
7.	AUDITOR GENERAL FOR THE FEDERATION	218,969,387
8.	FEDERAL MINISTRY OF POLICE AFFAIRS	32,346,599,977
9.	FEDERAL MINISTRY OF COMMUNICATIONS AND DIGITAL ECONOMY	10,886,392,022
10.	NATIONAL SECURITY ADVISER	43,143,060,233
11	INFRASTRUCTURE CONCESSION REGULATORY COMMISSION	273,590,386
12.	SECRETARY TO THE GOVERNMENT OF THE FEDERATION	17,810,366,115
13.	FEDERAL MINISTRY OF SPECIAL DUTIES & INTER - GOVERNMENTAL AFFAIRS	2,709,785,814
14.	FEDERAL MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT	83,828,656,824
15.	FEDERAL MINISTRY OF FINANCE, BUDGET AND NATIONAL PLANNING*	158,071,615,055
16	FEDERAL MINISTRY OF INDUSTRY, TRADE AND INVESTMENT	51,085,966,229
17.	FEDERAL MINISTRY OF LABOUR AND EMPLOYMENT	19,656,155,944
18.	FEDERAL MINISTRY OF SCIENCE AND TECHNOLOGY	48,330,973,450
19.	FEDERAL MINISTRY OF TRANSPORT	120,617,434,179
20.	FEDERAL MINISTRY OF AVIATION	69,300,182,993
21	FEDERAL MINISTRY OF POWER	40,245,118,187
22.	MINISTRY OF PETROLEUM RESOURCES	2,716,514,696
23.	MINISTRY OF MINES AND STEEL DEVELOPMENT	11,558,235,236
24.	FEDERAL MINISTRY OF WORKS AND HOUSING	352,654,857,950
25	NATIONAL SALARIES, INCOMES AND WAGES COMMISSION	227,102,720
26.	FISCAL RESPONSIBILITY COMMISSION	308,142,071
27.	FEDERAL MINISTRY OF WATER RESOURCES	86,782,567,477
28.	FEDERAL MINISTRY OF JUSTICE	5,692,355,921
29.	INDEPENDENT CORRUPT PRACTICES AND RELATED OFFENCES COMMISSION	281,978,214
30.	FEDERAL CAPITAL TERRITORY ADMINISTRATION	30,639,454,659
31.	FEDERAL MINISTRY OF NIGER DELTA HQTRS	25,459,615,093
32.	FEDERAL MINISTRY OF YOUTH & SPORTS DEVELOPMENT	7,531,748,326
33.	FEDERAL MINISTRY OF WOMEN AFFAIRS	8,102,528,628
34.	FEDERAL MINISTRY OF EDUCATION	100,758,453,523
35.	FEDERAL MINISTRY OF HEALTH	108,294,404,513
36.	FEDERAL MINISTRY OF ENVIRONMENT	12,612,483,883
37.	NATIONAL POPULATION COMMISSION	4,576,473,718
38.	MINISTRY OF HUMANITARIAN AFFAIRS, DISASTER MANAGEMENT AND SOCIAL DEVELOPMENT	62,293,454,313
39.	CODE OF CONDUCT BUREAU	538,019,168
40.	CODE OF CONDUCT TRIBUNAL	138,096,040
41.	FEDERAL CHARACTER COMMISSION	376,247,596
42.	FEDERAL CIVIL SERVICE COMMISSION	114,111,986
43.	POLICE SERVICE COMMISSION HQTRS	232,151,829
44.	REVENUE MOBILIZATION, ALLOCATION, AND FISCAL COMMISSION	486,049,136
	CAPITAL RESERVE	24,000,000,000
	<b>Grand total</b>	<b>1,759,804,022,579</b>

\*Includes N150bn for Power Sector Recovery Programme Transfer to NBET



#### 4.1.2 Approved Price List

In preparing the budget estimates, MDAs are required to be guided by information from the Price Checker Portal of the Bureau for Public Procurement (BPP). Accordingly, the Budget Office of the Federation (BOF) reserves the right to adjust the price(s) used by any MDA if considered unreasonable. **For avoidance of doubt, any project/programme costing not based on the Price Checker Portal will be inadmissible,** except where information on the specific item is not available on the Portal.

MDAs are also enjoined to **desist from the practice of specifying the models/brands** of assets they propose to acquire in the budget. As much as possible, generic specification of items should be made in accordance with the Public Procurement Act. Here again, the BOF will intervene to effect necessary amendments.

#### 4.1.3 Budget preparation

The 2022 budget will be prepared using the **Budget Preparation Sub-system (BPS)** on the GIFMIS platform, which is compatible with the zero-based budgeting (ZBB) approach. Thus, all MDAs are required to prepare and submit their budgets online using the GIFMIS BPS platform.

Relevant personnel of all MDAs will be re-trained on the use of the GIFMIS BPS for the preparation and submission of their 2022 budget proposals.

### 4.2 Personnel Cost

4.2.1 The BOF has prepared personnel cost estimates based on information earlier obtained from the Integrated Personnel and Payroll Information System (IPPIS) and/ or submitted by the MDAs in response to the earlier issued 2022 Personnel Budget Call Circular. Each MDA will be advised accordingly of its personnel cost budget for 2022.

4.2.2 In respect of new recruitments, all MDAs must ensure compliance with Service-wide Circular ref. No **59814/S.7/C.8/IV/T7/140** on **'Streamlining Procedures for Recruitment into Federal Agencies'** dated 11<sup>th</sup> August, 2021 issued by the Secretary to Government of



the Federation (SGF) in respect of the procedure for recruitment into the public service.

4.2.3 The Chief Executive/Accounting Officer will be held responsible for accuracy of the submissions in response to the Personnel Budget Call Circular (ref. BD/2000/EXP/S.651/) issued to all MDAs by the Hon. Minister of Finance, Budget and National Planning in May 2021.

4.2.4 It is expected that all MDAs have now complied with Presidential directive to enroll on the Integrated Personnel and Payroll Information System (IPPIIS). **MDAs not yet on IPPIS WILL not be provided for in the personnel budget for 2022.**

### 4.3 Overhead Expenditure

#### 4.3.1 Efficiency and Cost Control Measures

As part of the government's strategy to ensure value for money in its expenditures, and to eliminate waste, series of Circulars had been issued to guide MDAs and Government Owned Enterprises (GOEs) in making their spending plans. MDAs are enjoined to comply strictly with these, and other relevant Circulars. Specific measures to be considered in preparing MDAs' 2022 budget submissions include:

##### a) Restrictions on some Overhead expenditure items

MDAs' overhead budget proposals with respect to printing, adverts, gifts, honorarium, and membership/subscription to international organizations, etc, must be subjected to the reasonableness test and the ZBB philosophy. Furthermore, MDAs are enjoined to adhere to the Circular referenced **SGF/OP/I/S.3/XI/917**, by the Office of the Secretary to Government of the Federation (OSGF), which restrains MDAs from certain wasteful expenditures.

##### b) Travels and Training

MDAs are enjoined to restrict their travels, training and capacity development programmes to locations within the country and as close to their office locations as possible. Foreign travels and training should be limited to exceptional cases, and with necessary approvals in accordance with extant government policy.



**c) Board meetings, travels, sitting allowances, honorarium, etc.**

The OSGF's Circular **SGF.6/S.2/X/542** clearly stipulates measures which all FGN Committees and Boards should comply with. More specifically, hosting of board meetings outside the country, payment of sitting allowances, the number of such meetings, etc., must comply with the provisions of the Circular and also be subjected to the reasonableness test.

**d) Rents and Utility payments**

All MDAs are enjoined to make adequate provisions for payment of their office rents and utility bills, including any arrears. Requests for funds to meet such payments outside of the MDAs' budgetary provisions will not be entertained. It has been observed that many MDAs have committed to astronomical amounts of rent payable on their office properties. Such MDAs are enjoined to seek renegotiation of their rent amounts in line with prevailing market rates or relocate to alternative properties. MDAs that persist in defaulting on rent and utility payments may be subjected to upfront deduction of their budgetary provisions for these items by the FMBNP, and direct remittances to the service providers.

**e) Zonal, States and Liaison Offices**

Budgetary provisions for all Zonal, State and Liaison Offices are to be made at the MDAs' headquarters, except where an Establishment Act or Federal Executive Council (FEC) approval establishes any such zonal/state/liaison offices as self-accounting entities. For avoidance of doubt, the proliferation of such offices by MDAs, with attendant avoidable increase in public expenditure, will no longer be allowed.

**f) Insurance**

MDAs are enjoined to make adequate provisions for payment of their insurance policies. MDAs are further required to ensure compliance with the guidelines on insurance by FGN agencies issued by the Efficiency Unit, Federal Ministry of Finance, Budget and National Planning.

**g) Public Private Partnership (PPP) & Concession Arrangements**



MDAs are by this circular directed to note that the execution of Memoranda of Understanding (MoU), memoranda of Association (MoA) and various contract instruments for PPP arrangements between MDAs and private parties without recourse to the extant provisions of the National Policy on PPPs (N4Ps) nor the ICRC (Establishment Act, 2005) is a clear contravention of the law.

Consequently, any MDA interested in PPP or concession arrangements must act within the ambit of existing laws and policy listed above. For further information, please contact the Infrastructure Concession Regulatory Commission ([compliance@icrc.gov.ng](mailto:compliance@icrc.gov.ng)) or the Budget Office Helpdesk ([enquiry@bofhelp.gov.ng](mailto:enquiry@bofhelp.gov.ng)).

#### **h) Outsourced Services**

A standardized framework for making provisions for outsourced services for healthcare institutions is being developed. These institutions will be categorised and benchmark amounts to cover outsourced services will be determined as part of the budget process. A provision to cover 50% of the outsourced services cost will be included in the overhead budget of each institution, while the balance of 50% will be covered from the Internally generated revenues (IGR) of the institutions.

All tertiary educational institutions are required to fully provide for outsourced services from their IGR. For **ALL** other MDAs, provision for their outsourced services should be made from their overhead budget ceilings.

#### **4.4 Service Wide Votes**

MDAs must make provision within their budgets for all known expenditures that are not contingent in nature. Provisions in the Service-Wide Vote (SWV) are for specific purposes and/or contingencies. For avoidance of doubt, no omnibus service-wide provisions for MDAs' expenditure items will be made in the budget.





## 4.5 Capital Expenditure

4.5.1 Implementation of the 2021 Capital Expenditure budget is expected to close by December 31, 2021 in view of the FGN's commitment to maintain a predictable January - December fiscal period. MDAs are not required to roll over 2021 capital project provisions, as it is expected that MDAs' capital budget for 2021 will be fully funded.

A Public Investment Management Guideline has been developed to help MDAs understand FGN reform efforts targeted at improving the overall ecosystem of Public Investment through the capital budget. See annexure 1 for details of the guidelines and compliance requirement from MDAs.

In line with the ZBB principle, each MDA will be required to do a review of their existing project portfolios utilizing the approved list of projects and programmes from the sectoral review of the Medium-Term National Development Plan (MTNDP 2021-25) to update records of **ALL** Ongoing/New projects and programmes. MDAs are required to complete and submit a **Schedule of Ongoing/ New Capital Projects and Programmes** using the *BOF Capital Project Status Template* attached as Annexure 6.

Please note that it is now a requirement to provide the Global Positioning System (GPS) coordinates of the location of ALL projects above N150m in value to be included in the budget. This will aid geo-tagging of the projects and facilitate deployment of technology in monitoring & evaluation.

Capital projects are to be prioritized based on their contribution to sectoral/ministerial mandates – the 9 priority areas, as well as the attainment of the strategic objectives of the MTNDP 2021 – 2025. MDAs are expected to rank capital projects by priority within their allotted ceilings.

The GIFMIS BPS platform has provided Account Codes with corresponding Account Names which MDAs are required to align their capital projects with (e.g. 23020105 – *Construction/Provision of Water Facilities*, 23020114 – *Construction/Provision of Roads*). The Budget Office has observed the misalignment of some Capital projects to the appropriate Account Code/Name in the past. MDAs





are advised to link their capital projects with the appropriate Account Code/Name that best fits the categorisation of the project. When in doubt, MDAs are encouraged to contact the BOF Helpdesk for guidance.

#### 4.5.2 Ongoing Projects/Programmes

- a) In allocating capital budget resources, MDAs are enjoined to accord priority to ongoing projects, especially those nearing completion that fit into government's current priorities. **As a general rule**, MDAs may not be allowed to initiate new projects/programmes unless they can demonstrate that adequate provisions have been made for ongoing projects.
- b) In addition to alignment with the objectives of the MTNDP, the likelihood of completion within the medium-term, i.e., not later than 2024, should be considered in prioritizing capital projects.

#### 4.5.3 Admissible Capital projects

Only expenditures on programmes/projects that are truly of a capital-nature <sup>1</sup> will be admitted into MDAs' capital budget proposals. In addition, capital projects must be linked to Ministerial Mandates as well as the MTNDP

**For avoidance of doubt, MDAs are reminded NOT to provide for recurrent expenditure in their Capital budget as a way of subverting the recurrent expenditure ceilings. The Budget Office SHALL reallocate any such provisions to Capital Projects within/outside the MDA as it deems appropriate.**

#### 4.5.4 Comprehensive List of Ongoing, Stalled, and Abandoned Projects

In line with government's efforts to complete ongoing projects and improve its Public Investment Management, a *Current / Contingent Liability and Abandoned Projects Circular* was issued in May, 2021. MDAs are advised to consider such projects in their respective portfolios in their 2022 project screening and selection process.

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<sup>1</sup> **"Capital Expenditure"** means spending on an asset that lasts for more than one financial year and expenses associated with the acquisition of such assets. (Fiscal Responsibility Act, FRA 2007 as amended)



Taking account of their state of completion and status, MDAs can include such projects in their 2022 capital budgets for completion.

#### **4.5.4 Projects funded by Multi-lateral/Bi-lateral Loans**

The full cost of projects funded by specific loans provided by multilateral/bilateral sources will henceforth be captured in detail in the budget of the implementing MDA. Hitherto, such MDAs only reflected the counterpart funding component in their budgets. They will now be required to include the total project cost indicating the respective amounts of counterpart funding and loan drawdown. Information relating to such projects should be provided using the format in Annexure 7.

#### **4.5.5 Climate Smart Infrastructure & Conditions for Accessing the Nigerian Sovereign Green Bond**

Existing infrastructure has largely not been designed to be climate smart. To address climate risks and integrate mitigation and adaptation measures in the implementation of Nigeria's capital investment programme, government will entrench the prioritisation and selection of climate-smart infrastructure projects in the medium term that meet available global funding arrangements.

All MDAs with green projects based on their mandate and priorities are eligible to benefit from the Nigeria Sovereign Green Bond, as well as other sources of project financing as long as:

- i. The project falls within the broad categories of eligibility for Green Projects and the objectives of the projects are consistent with the use of proceeds; MDAs should provide details on their contribution to one or more of the environmental objectives such as:
  - a. Climate Change Mitigation (e.g., emission reduction)
  - b. Climate Change Adaptation
  - c. Natural Resource Conservation;
  - d. Biodiversity Conservation, and
  - e. Pollution Prevention and Control



Where possible, the metrics proposed should be benchmarked to international standards, e.g., for equivalence of emissions reductions; and

- ii. The project is preferably at an advanced stage of planning and procurement ready to avoid delays. The Federal Government is committed to moving to a low carbon resilient economy and is implementing various initiatives, with relevant partners, that are designed to foster a green economy.

MDAs are encouraged to develop climate smart projects with a view towards developing a database that serves as a repository and investment portal for attracting climate finance globally. For more information and inquiries, please contact the Department of Climate Change, Federal Ministry of Environment or the Budget Office of the Federation via the BOF Budget Help Desk.

## 4.6 Aid and Grants

4.6.1 All MDAs are required to capture all programmed aid/grants, as well as the proposed expenditure of all such in their annual budgets. A schedule of all such aid/grants (in cash and in-kind) must also be submitted separately to the International Cooperation Department of the Federal Ministry of Finance, Budget and National Planning for authentication before the MDA's budget is finalised. Form BOF/MISC/002 is herewith provided as **Annexure 2** for this purpose.

## 4.7 Multi-lateral/Bi-lateral Funded Projects

In order to ensure that the FGN's budget comprehensively captures all expenditures by MDAs, the full amounts expended on projects executed by Multi-lateral/Bi-lateral financing arrangements are to be included in the budget.

### 4.7.1 Scheduled Loan Drawdowns

The International Economic Relations Department (IERD), FMFBNP will provide the BOF a schedule of programmed drawdowns on multi-lateral/bi-lateral funded projects. These projects, and the amounts to be drawn down, will be included in the capital budgets of affected MDAs. Such MDAs are however to note that there will be no capital releases to them in respect of such items, as the lenders will



disburse directly to the contractors/suppliers/consultants executing such projects/programmes.

#### 4.7.2 Counterpart Funding

MDAs are required to provide full information on the projects that require counterpart funding. Form BOF/MISC/003 is herewith provided as **Annexure 3** for this purpose. Counterpart funds will be available to only MDAs that justify the projects, and make necessary provisions in their budgets.

#### 4.8 Budgets of Government-Owned Enterprises

The 2022 GOE's Budget will be prepared using the Budget Implementation Monitoring and Management System (BIMMS) platform, which is compatible with the zero-based budgeting (ZBB) approach. Thus, all GOEs are required to prepare and submit their budgets online using the BIMMS platform. Relevant personnel of all GOEs will be trained on the use of BIMMS for the preparation and submission of their 2022 budget proposals.

Ministers are kindly requested to ensure that Government-owned Enterprises (GOEs) under their supervision (including those **not funded directly from the FGN budget**) submit their 3-year revenue and expenditure estimates, and detailed 2022 budgets to the Hon. Minister of Finance, Budget and National Planning, in compliance with Presidential Executive Order 002 of 2017. The supervising Minister is required to ensure that the GOEs' budgets are submitted along with the Ministry's own budget to the FMBNP/BOF. These would be screened and revised for consistency with the government's overall strategic thrust and subsequently presented by Mr. President, along with the FGN annual budget, to the National Assembly.

In line with the Finance Act, 2020 Part XIII, notwithstanding the provisions of any written law governing any corporation, the cost to revenue ratio of each corporation/GOE shall not exceed fifty percent or such other ratio as the Minister of Finance Budget & National Planning, upon the approval of the National Assembly, may approve for that particular corporation by way of order published in the Official Gazette.



Chief Executives of GOEs/Agencies are once again reminded to comply fully with the provisions of the OSGF Circular ref. **SGF.50/S.3/C.9/24** on **“Approved Revenue Performance Management Framework for GOEs”**, and are reminded of the punitive measures contained therein.

#### **4.9 Technical Support**

MDAs should note that their assigned BOF Schedule/Sector officers will be available to provide required technical support towards preparing their 2022 Budgets.

In addition, the **Budget Help-Desk** will be available to provide on-line support to MDAs towards the timely completion of the Budget preparation process. The **Help-Desk** may be reached on **08000-CALL-BOF (08000 2255 263)** or via the **BOF website – [www.budgetoffice.gov.ng](http://www.budgetoffice.gov.ng)**. MDAs with access to the Service-wide **Galaxy Backbone IP-phone** can also call the following numbers: **595186; 595193; and 595194**. [See *Annexure 5*]. Nevertheless, it is hereby emphasized, for avoidance of doubt that the Chief Executive/Accounting Officer of each MDA takes responsibility for proper preparation and prompt submission of its budget.

#### **4.10 Bilateral Budget Discussions**

- 4.10.1 Upon submission of MDAs’ proposals, they would be reviewed for compliance with this Circular, as well as other relevant guidelines. Subsequently, bilateral meetings will be scheduled for MDAs as may be determined by the Budget Office of the Federation/Ministry of Finance Budget and National Planning. The objective is to critically evaluate the submissions and finalize MDAs’ 2022 budgets. Please note that all Ministries are required to come along to bi-lateral discussions with relevant officials of all the agencies under their supervision including the Officers that are directly involved in the preparation of their Budgets. **Each MDA is to be led to the bilateral meetings by its Chief Executive and/or Accounting Officer.**

Agencies will be invited to bilateral discussions if considered necessary. Given the very tight schedule for the preparation of the 2022 budget, all MDAs are kindly requested to comply with their assigned date/time, failing which the BOF will proceed to conclude their budgets without the bilateral discussion.



## 5. GENDER RESPONSIVE BUDGETING

MDAs should be further guided by the Federal Government's commitment in the Medium-Term National Development Plan MTNDP 2021-25, to protect the most vulnerable segments of our society. As a reminder, the MTNDP requires that all MDAs adopt the use of gender disaggregated data to show beneficiary distribution, and adopt strategies that target different social groups, especially women and children.

## 6 BUDGET TRANSPARENCY & ACCOUNTABILITY

Further to the Open Government Partnership principles endorsed by the FGN, **ALL MDAs** are advised to upload their respective 2022 budget proposals on their websites within one week after the 2022 Budget proposal is submitted to the National Assembly by Mr. President.

MDAs are also enjoined to be open to consultation and engagement with citizens-based groups in the preparation of their budgets.

MDAs are to further note that the current collaboration between the Budget Office and the Independent Corrupt Practices Commission (ICPC) shall be sustained to check budgetary abuses, including lack of standardization by MDAs in capital budget preparation, personnel budget infractions, etc.

## 7 BUDGET SUBMISSION

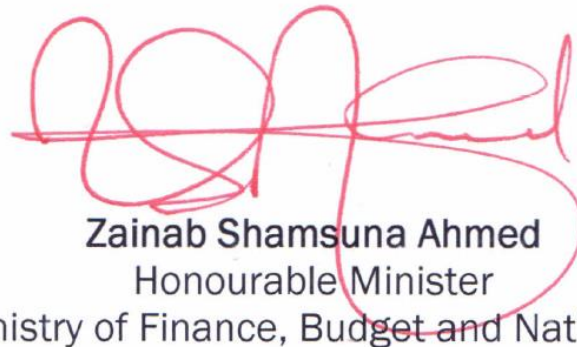
All GOES are required to submit their budgets online using the Budget Information Management & Monitoring System (BIMMS) not later not later than **Friday 27<sup>th</sup> August, 2021**. Whereas; MDAs are required to make their submissions online using the GIFMIS Budget Preparation Subsystem (BPS) not later than **Friday, 3<sup>rd</sup> September, 2021**.

## 8 FURTHER INFORMATION

- 8.1 Each Minister/Chief Executive/Accounting Officer shall, upon receipt of this Call Circular, make copies thereof available to the heads of all parastatals/agencies under his/her supervision for strict compliance.



- 8.2 Soft copies of ALL annexures referred to in this circular can be downloaded from the Budget Office website: [www.budgetoffice.gov.ng](http://www.budgetoffice.gov.ng)
- 8.3 For further enquiries, please contact your respective BOF Schedule/Sector Officers or reach out to the Budget Help-Desk [see further details on **Annexure 5**].



Zainab Shamsuna Ahmed  
Honourable Minister  
Federal Ministry of Finance, Budget and National Planning





**ANNEXURE 1**  
*(Available on BOF Website)*

**2022 BUDGET PUBLIC INVESTMENT GUIDELINES**

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**PUBLIC INVESTMENT MANAGEMENT GUIDELINES FOR  
MDAS**

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**Budget Office of the Federation**  
Federal Ministry of Finance, Budget & National Planning



## SECTION 1: INTRODUCTION

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Public investment is key to the facilitation of economic growth, employment creation, improved service delivery and the achievement of the objectives in the National Development Plan. Public investments entail Government spending to acquire or establish physical assets for purposes of enhancing production and delivery of public goods and services.

A recent assessment of public investment management in Nigeria noted that significant progress has been made in establishing instruments and processes to increase public investment efficiency in line with good practice. However, some public investment management institutions face some challenges which require priority attention. These Public Investment Management (PIM) guidelines have been developed to address the challenges.

This guideline presents the standard of procedure and guidelines for the Federal Project Investment Management System (PIMS) in Nigeria. It covers all stages of the life cycle of capital investment management in Nigeria and directions on key prerequisites for PIM reforms. The draft is an improvement on the current project investment management system by the Federal Government and its institutions. The reform of the PIMS, is part of the broader Public Financial Management Reforms being undertaken by the Government, aimed at enhancing public service delivery and efficient management of public resources.

These guidelines provide the framework for an efficient and effective PIM system that governs the development, appraisal, selection and implementation of public investment projects so as to optimise public resource utilisation and ensure value for money. The three main objectives of the guidelines are:

- I. Provide a standardised approach for public investment management to facilitate and streamline the development and appraisal of projects to be financed using resources from the Federal Government;
- II. Provide an institutional framework that defines and clarifies the roles and responsibilities of various institutions involved in the management of public investment; and
- III. Ensure the implementation of viable projects that:
  - a) are aligned with national objectives and priorities and can be implemented in a cost-effective manner; and,
  - b) meet the required technical, environmental, social and economic criteria for allocation of public resources.

To achieve the objectives of the guidelines, all stakeholders involved in the development and implementation of public investment projects shall comply with the provisions of the PIM guidelines.

## DEFINITIONS

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1. **“The Project owner”**: refers to the Ministry, Department and Agency (MDA) or Government-owned Enterprise (GOE) on whose request the capital investment project is commissioned.
2. **Project Sponsor**: a department, institution or agency which is initiating, developing and will implement the project.
3. **“Capital Investment Management System”** means a federal project system with a sequence of processes and personnel, inputs and outcomes involving public project identification, development of project designs, project viability analysis, project assessment, project sorting, ranking and selection, appropriation, implementation and post-project appraisal. The system also details the functions and designations of government institutions at each phase.
4. **“Capital investment”** means an expenditure by the federal government for the procurement or upgrading of infrastructure to accelerate economic growth, address market failures and



ensure wealth creation, undertaken with a finite resource and within a set time.

5. **“Third-party providing counterpart funding”** refers to a private entity (local or international) solely or partly implementing and/or funding Capital investment Projects contracts.
6. **“Project design documentation”** means the first project submission prepared with important project fundamental criteria on identified project ideas with the intent of supporting prequalification;
7. **“Preliminary Screening”** means an initial process of assessing Project designs in order to approve those projects which should go to pre-feasibility or feasibility studies stage, or in the case of small projects which may proceed directly towards Prioritization Selection and Budgeting Cycle;
8. **“Project Feasibility Study”** means a detailed study submission including all project sections which indicate project viability;
9. **“Project assessment”** means the key judgment component undertaken to verify whether the proposed project feasibility study is viable for implementation;
10. **“Appraisal by Sector expert”** means viability assessment by an independent entity/person other than the project implementing body to conduct a pre-evaluation on the capital investment project.
11. **“Project Sorting and Ranking”** means a process of ordering the chosen capital investment projects for inclusion in the Federal budget submissions by MDAs
12. **Implementation Plan:** - means an implementation strategy paper prepared by MDA or GOE taking into consideration the physical and financial action plan for a project which is deemed viable during independent review and is sorted and ranked for inclusion in the MDA or SOE’s budget;
13. **“Capital Investment Project Implementation”** means the process of executing an appropriated and cash-backed project is ongoing where it can provide goods or services;
14. **“Capital Investment Project monitoring and evaluation”** means the process of assessing the capital investment project’s scope of activities during execution of the project;
15. **“Capital Investment Project changes”** means any variations or improvements on the project after it has passed the Preliminary phases;
16. **“Project completion assessment report”** means an assessment done on projects during the finalization of the project and the report prepared based on the completion assessment;
17. **“Project Handover”** means the process of delivering a Capital investment project from contractor/consultant to project owner (MDA/SOE) at the end of the execution.
18. **“Project Follow-up Evaluation”** means a post-implementation assessment conducted after the project has been executed and handed over to the project owner;
19. **“Emergency Projects”** means public projects which demand immediate intervention to protect the public from an imminent disaster or to address damages done by a disaster;
20. **Budget Call** means a formal request by the Budget Office of the Federation / Ministry of Finance taking in to account the Mid-term Fiscal framework to MDAS and SOEs to submit their annual budget requirement;
21. **Activities:** Actions taken through which project inputs are mobilized to produce specific outputs.



22. **Impact:** long term outcome of policy, programme or project that can be directly or indirectly attributed to the policy, programme or project.
23. **Impact Evaluation:** a systematic and objective assessment of an ongoing or completed policy, programme or project in terms of design, implementation and results achieved against set targets.
24. **Inputs:** resources used in the implementation of a project which may include financial, human, time and other materials.
25. **Outcome:** a medium-term change or effect resulting from the implementation of a policy, programme or project.
26. **Output:** the products, goods or services which result from the implementation of a policy, programme or project.
27. **Procurement:** means acquisition by purchase, rental, lease, hire purchase, licence, tenancy, franchise or any combination thereof as defined in the Public Procurement Act 2007.
28. **Project:** a set of well-planned and interrelated activities aimed at achieving a specific objective within a stipulated timeframe and budget.
29. **Project Appraisal:** means a systematic assessment of a project's viability/ability to meet its objective through an examination of its financial, economic, social, environmental, technical and other aspects.
30. **Public Investment:** Government spending to acquire or establish physical assets for purposes of enhancing production and/or delivery of public goods and services.
31. **Public Investment Plan:** plan indicating all public investment projects approved for implementation.
32. **Public Investment Management System:** a system that includes policies, institutional arrangements, processes and tools to facilitate the implementation of viable public investment projects to ensure effective utilisation of public resources and attainment of value for money.
33. **Public-Private Partnership:** means investment through private sector participation in an infrastructure project or infrastructure facility.
34. **Government-Owned Enterprise:** an enterprise in which the Government has sole control or controlling interest.

## SECTION 2: SCOPE

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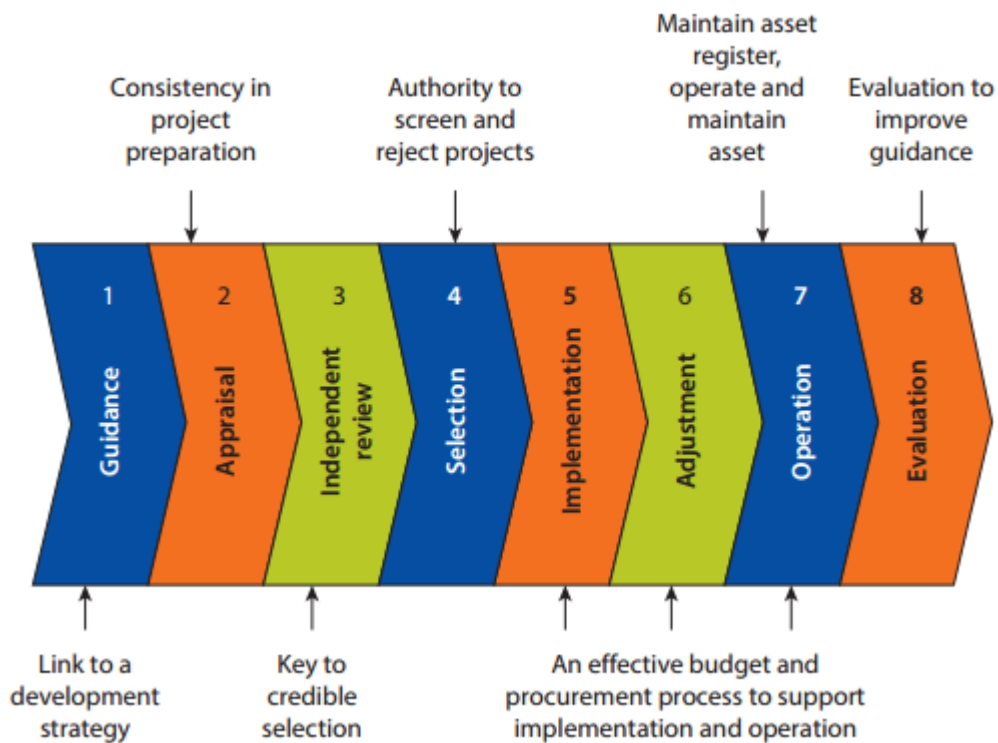
The scope of the guideline covers all sizes and classes of capital investment projects for example,

- (i) public investment projects financed through the budget (domestic resources and external loans and grants, though leeway is given to special procedures used by development partners,
- (ii) public entities when requesting capital budgetary funding, imposing recurrent expenditures on the Budget and/or seeking Government guarantees.
- (iii) Public Private Partnership projects



Its focus is high capital and financial risk investment projects of which the Ministry of Finance, Budget and National Planning has oversight as per the capital budget and provisions in FRA, 2007. The Budget Division or Directorate, Technical Departments as well as the Planning, Research and Statistics (PRS) Directorate, as the case may be in respective MDAs, are mainly responsible for compliance with these guidelines. These Directorates, Divisions or units in each of the Federal Ministries, Department and agencies (MDAs) and GOEs will have direct oversight responsibilities of implementing these PIM guidelines.

## Purpose of the Guideline



Source: *The Power of Public Investment Management, WB 2014.*

This guideline includes a description of the phases, processes, roles and functions in the proposed Public Investment Management System that may be required to implement these recommended improvements in the short or medium term.

## Categories of Projects

For clarity, the Federal investment project shall be classified into three groups;

- a) **Large Investment Projects;** with an investment capital threshold of above one billion Naira [ $>N1bn$ ].
- b) **Medium Investment Projects;** which include mid-size projects with an investment capital threshold of above between fifty Million Naira and Nine Hundred and Ninety-Nine Million Naira [ $N150m - N999m$ ]; and
- c) **Small investment projects;** capital investment ceiling of up to One Hundred & Fifty Million Naira.



The Federal Executive Council shall determine the definition and elements of these project classifications;

The functions of the project owners in the Projects Investment Management System are explained in the later sections.

Federal MDAs shall only present comprehensive and unabridged project documentation for consideration. Large investment projects split so that each unit falls into small and medium investment projects classification shall be rejected.

## **Public Private Partnership (PPP) & Concession Arrangements**

MDAs are by these guidelines directed to note that the execution of Memoranda of Understanding (MoU), memoranda of Association (MoA) and various contract instruments for PPP arrangements between MDAs and private parties without recourse to the extant provisions of the National Policy on PPPs (N4Ps) nor the ICRC (Establishment Act, 2005) is a clear contravention of the law.

Consequently, any MDA interested in PPP or concession arrangements must act within the ambit of existing laws and policy listed above and ensure alignment with this guideline. For further information, please contact the Infrastructure Concession Regulatory Commission ([compliance@icrc.gov.ng](mailto:compliance@icrc.gov.ng))

## **Public Investment Project life cycle**

- I. Prequalification of Capital Projects investments
  - a) Project identification and preliminary screening
  - b) Feasibility study, appraisal; and
  - c) independent review
  - d) Prioritisation/selection and budgeting
  
- II. Post-appropriation of Capital Project Investments
  - a) Implementation
  - b) Monitoring and Evaluation
  - c) Post-Project Appraisal

## **Stakeholders**

- I. Federal Executive Council (FEC)
- II. The National Assembly
- III. The Honourable Minister of Finance and National Planning
- IV. Budget Office of the Federation
- V. Budget and Planning Officers in All MDAs
- VI. Infrastructure Concession & Regulatory Commission (ICRC) *for PPP Projects*
- VII. Technical, Finance and Accounts Directorate in all MDAs



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## **SECTION 3: PREQUALIFICATION OF CAPITAL PROJECT INVESTMENTS**

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- I. To ensure effective preliminary scrutiny, the federal MDA shall prepare a concept note following Federal project design document (PDD) criteria;
- II. All Federal Capital project investments shall be subject to scrutiny only if the draft using the fundamentals of federal project design document (PDD) preparation;
- III. Only federal investments projects that have passed the preliminary scrutiny phase by a sector expert shall be transferred to pre-feasibility and feasibility analysis or directly into prioritization, selection and budgeting stage;

### **Pre-feasibility Feasibility Study, Appraisal & Independent Review**

- I. At the preliminary scrutiny phase, all approved Capital Investment Projects shall have a feasibility study conducted
- II. Concerning the medium-term expenditure framework (MTEF), federal MDAs and GOEs may prepare a project feasibility report using resources other than the federal government budget and submit it for an independent review.
- III. An appraisal methodology for Project screening, prioritisation, selection and inclusion in the FGN Budget shall be issued by the Budget Office of the Federation in 2022. All capital investments must align with sectoral mandates, 9 priority areas, and the MTNDP 2021 – 2025.
- IV. All Federal capital Projects Feasibility report shall be subject to assessment by a sector expert who has gone through the screening process and met the requirement as stated in this draft;
- V. Submission of Federal investment Project Feasibility Study for an assessment shall be before the federal annual budget call; the specific submission period is at the discretion of the Honourable Minister of Finance, Budget and National Planning.
- VI. The list of Projects recommended by a sector shall be sorted, ranked and submitted before the federal annual budget call and in alignment with sectoral mandates and the MTNDP 2021 - 2025.
- VII. Federal capital projects shall not enter the Federal budget except passing through prioritisation, approval and ranking and sorting level.
- VIII. Post stage VII above, projects shall enter into capital budget for the following year.

### **Appraisal by Sector Expert**

- I. A Federal MDA may procure the services of a sector expert to develop key project documents including pre-feasibility and feasibility study reports where there is little or no technical capacity in the covered entity to do so;





- II. The responsibility of the sector expert does not include the drafting of a Federal capital Project design;
- III. A sector expert duly selected shall report and submit all related documents and the project's financial evaluation;
- IV. A sector expert responsible for the preparation of any pre-feasibility, full feasibility and any other related study shall not be part of the implementation of the project; and
- V. A sector expert duly selected shall not in any capacity provide consultancy services to any of the bidding entities involved in any of the phases of the Federal capital project.

## **Climate Smart Infrastructure & Conditions for Accessing the Nigerian Sovereign Green Bond**

Existing infrastructure has largely not been designed to be climate smart. To address climate risks and integrate mitigation and adaptation measures in the implementation of Nigeria's capital investment programme, government will entrench the prioritisation and selection of climate-smart infrastructure projects in the medium term that meet available global funding arrangements.

All MDAs with green projects based on their mandate and priorities are eligible to benefit from the Nigeria Sovereign Green Bond, as well as other sources of project financing as long as:

- I. The project falls within the broad categories of eligibility for Green Projects and the objectives of the projects are consistent with the use of proceeds; MDAs should provide details on their contribution to one or more of the environmental objectives such as:
  - a) Climate Change Mitigation (e.g., emission reduction)
  - b) Climate Change Adaptation
  - c) Natural Resource Conservation;
  - d) Biodiversity Conservation, and
  - e) Pollution Prevention and Control

Where possible, the metrics proposed should be benchmarked to international standards, e.g., for equivalence of emissions reductions; and

- II. The project is preferably at an advanced stage of planning and procurement ready to avoid delays. The Federal Government is committed to moving to a low carbon resilient economy and is implementing various initiatives, with relevant partners, that are designed to foster a green economy.

MDAs are encouraged to develop climate smart projects with a view towards developing a database that serves as a repository and investment portal for attracting climate finance globally. For more information and inquiries, please contact the Department of Climate Change, Federal Ministry of Environment or the Budget Office of the Federation via the BOF Budget Help Desk.



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## **SECTION 4: CAPITAL INVESTMENT PROJECT IMPLEMENTATION**

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- I. A separate Budget implementation guideline shall be issued by the Hon. Minister of Finance, Budget & National Planning.
- II. MDAs and project owners in collaboration with FMFBNP and BPP shall begin to carry out procurement plans, including cash plan, schedule of releases, procurement planning, procurement implementation, and contract management.

### **Capital Investment Project Monitoring and evaluation**

- I. While implementing Federal capital Projects, the Fiscal Responsibility Act, 2007, international conventions (for multilateral and bilateral funded projects), standards and procedures shall be applied.
- II. In addition to regular monitoring and evaluation, projects shall be evaluated at various stages of completion, and even post-handover phase of the project.
- III. Due to the complexity and the duration of any given project, a mid-term evaluation may be conducted.
- IV. Federal investment projects shall only be adjusted due to variations, change in the scope or issues beyond the limits of the project investment management system that are clearly articulated in the contract documents
- V. If the project requires adjustment beyond what is permissible in the Public Procurement Act 2007, the Federal investment project should be re-submitted for assessment and the prerequisites reviewed; the project assessment shall be re-submitted for approval to the Federal Executive Council.
- VI. The further impact assessment shall be undertaken on selected capital investment projects within the second year of their full operation and/or their delivery

### **Project Delivery, Impact Assessment and Asset Registration**

- I. The project owner shall take delivery of the capital investment project from the contractor through an audited process to confirm all expected results and a smooth change-over;
- II. The project owner shall plan and undertake periodic maintenance of the capital investment project and make adequate provision in its budget;
- III. All records of capital investment projects and status from inception till operation shall be stored efficiently and securely in a data centre.



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## SECTION 5: DUTIES OF KEY PLAYERS IN THE FEDERAL CAPITAL PROJECTS LIFE CYCLE

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### THE NATIONAL ASSEMBLY (NASS)

The National Assembly shall ensure that the budget bill is passed timely, subject to the recommendation of the Appropriation Committee of both chambers of the Assembly.

### FEDERAL EXECUTIVE COUNCIL

The Federal Executive Council shall be responsible for the approval of a Public Investment Plan consistent with the Medium-Term Fiscal Framework and (MTFF) Medium-Term Expenditure Framework (MTEF) and Fiscal Strategy Paper (FSP).

### FEDERAL MINISTRY OF FINANCE, BUDGET AND NATIONAL PLANNING

- I. Articulate in consultation with all relevant stakeholders, Federal Government's Public Investment Management policies and supervise the implementation, monitoring and evaluation of the policies.
- II. Ensure conformity of Public Investment Management policies with the policies and procedures by Ministries, Departments and agencies (MDAs) and Government-owned Enterprises (GOEs)
- III. Evaluate the Schedules to these policies and procedures and communicate the same to the Principal Finance and Account Officers at all MDAs and GOEs;
- IV. Transmit and publish guidelines and relevant circulars to facilitate efficient and effective public investment management
- V. Set up the metrics for assessment of projects at the preliminary stage
- VI. Design and implement an efficient and effective Public Investment Management System to be used by all MDAs and GOEs
- VII. Carry out awareness campaign and capacity building activities for MDAs and GOEs nationwide on how to use the Public Investment Management system;
- VIII. Use of GIFMIS modules to, disburse funds, monitor and evaluate investment projects;
- IX. Confer with the Federal Civil Service Commission and OHCSF to determine the skill set for the PRS/ Budget Division and Project Unit of MDAs and GOEs.
- X. Endorse with Seal of Quality for projects recommended by the PRS/Budget division/Project Unit as having met the criteria for project feasibility and bankability;
- XI. Forward the draft Public Investment Plan to Cabinet for consideration and approval;
- XII. Ensure that contractual obligations with any third-party providing counterpart funding, including international development partners, are covered and have been uploaded in the Public Investment Management Information System.



## **Federal Ministries, Department, Agencies and Government owned Enterprises (MDAs and GOEs):**

- I. Under the Federal Executive Council, it shall prepare and submit Federal Capital project designs and feasibility report for all projects identified by the Federal MDAs Government-Owned Enterprises (GOEs) and their affiliate institutions
- II. The Federal Ministry of Finance, Budget and National Planning shall undertake an internal assessment of all Federal capital projects in which feasibility reports are conducted.
- III. Small projects which are approved at the preliminary screening stage but still require feasibility report shall be assessed internally by the project owner (Federal MDA or GOE) and a report submitted to the Ministry of Finance, Budget and National planning.
- IV. In case changes are required during the Pre-feasibility and Feasibility phase, the Project Owner shall make necessary changes in line with the Public Procurement Act 2007, and submit the revised Federal capital project documentation to the Ministry of Finance, Budget and National Planning for approval.
- V. For federal capital projects which require changes that require executive approval, the project owner shall prepare a memo with details of the changes and justification therein. this request must be subject to review and approval of the Honourable Minister.
- VI. The Project owner shall confirm that all prerequisite approvals are in place upon submission of the project for Sector expert review and before the implementation of the project commences.
- VII. For projects which are sorted and ranked under the Federal Capital project feasibility report, an implementation plan will be submitted for review to the Ministry of Finance, Budget and National Planning

## **Planning Research & Statistics, Budget & Finance Directorate**

- I. They shall set out standards and ensure full compliance with FGN circulars and this guidelines in the implementation of Federal capital investments and projects delivery, infrastructure and efficient project management system.
- II. This unit at MDAs and GOEs shall submit an implementation plan to the federal Ministry of Finance, Budget and National Planning in the first month of the fiscal year, following Presidential Assent to the annual Budget.
- III. It shall conduct routine monitoring and evaluation and shall submit the project implementation performance report to Budget Office of the Federation as per FRA, 2007.
- IV. It shall carry out periodic implementation monitoring and evaluation in phases, specifically on large and medium projects in conjunction with the BOF/FMFBNP.



## **PART 6: MISCELLANEOUS**

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### **Faults and Punishment**

The Executing Officer or Head of the MDA or GOE shall be held accountable for crimes and infringement against the fundamentals and phases of this policy following the existing Laws

### **Issuance of Regulations**

This guideline shall be published as an annexure to the 2022 FGN Budget Call Circular. Relevant sections may be updated annually to reflect new realities as they may arise.

### **Non-Applicability**

The regulations, directives or practices advanced in this Guideline are consistent with extant laws, guidelines and circulars.

### **Transitory Provision**

The guidelines and procedures shall not be binding on Federal investments projects in the implementation phase at as August, 2021.







## ANNEXURE 4

### FGN BROAD POLICY THRUST EXPRESSED IN MTNDP STRATEGIC OBJECTIVES AND PILLARS

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#### MTNDP STRATEGIC OBJECTIVES

- a) Establishing a strong foundation for a diversified economy;
- b) Investing in critical physical, financial, digital, and innovation infrastructure;
- c) Building a solid framework and enhancing capacities to strengthen security and ensure good governance; and
- d) Enabling a vibrant, educated, and healthy populace

#### MTNDP Pillars cross-cutting enablers

- 1. Investing in the social infrastructure and services required to alleviate poverty, drive inclusive economic empowerment, and reduce unemployment; and
- 2. Promoting development opportunities across States to minimize regional economic and social disparities.

#### Ministerial Deliverables Priority Areas

- 1. Stabilise the macro-economy;
- 2. Achieve Agriculture & Food Security;
- 3. Ensure Energy Sufficiency (Petroleum & Power)
- 4. Improve Transportation & other Infrastructure;
- 5. Drive Industrialisation;
- 6. Improve Health, Education and productivity of Nigerians;
- 7. Enhance Social Inclusion and Reduce Poverty;
- 8. Fight Corruption & improve Governance;
- 9. Improve Security for all.

## ANNEXURE 5 BUDGET HELP-DESK



# Federal Ministry of Finance Budget and National Planning

- ◆ Are you thinking about the budget process ?

**BOF Helpline:**  
**0800CALLBOF**  
(08002255263)



The Budget Office of the Federation has put in place the BOF help Desk to support budget and Planning officers of the Ministry, Departments and Agencies in the Budget preparation process and beyond

### What is the BOF Help Desk?

The Budget Office Help Desk is an initiative of the Ministry of Finance, Budget and National Planning of the Federal Republic of Nigeria to Support Federal Ministries, Departments and Agencies (MDAs) in the preparation of plans and budgets for the budget process. The Help Desk is also a networking Platform that will enable officers in the MDAs to learn from their peers/ Colleagues

### How can you get help?

**Calling the dedicated helpline 0800CALLBOF** (08002255263) between the hours of 8am to 1pm, Monday to Friday

**Filling an online enquiry form**, which you will find on the helpdesk portal: [www.bofhelp.gov.ng](http://www.bofhelp.gov.ng) or BOF Website: <http://www.budgetoffice.gov.ng>.

**Realtime chat**, with a member of the Rapid Response Team through the BOF Help Desk Portal

Starting or joining a conversation on the Discussion Forum: <http://www.bofhelp.gov.ng/app/index.php/discussionforum>

## How will the BOF Help Desk work?



## BOF Help Desk Services:



Help on budget process-tools, templates and tips.

We provide comprehensive support for the planning and budget processes including how to use the Zero-Based Budgeting (ZBB) templates, conduct a Medium Term Sector Strategy, conduct a Rapid Sector Appraisal and other budget and planning -related tasks.

Frequently Asked Questions

This page has ready answers for common questions on the budget preparation process in an early accessible format.



A list of questions and their answers are available on the FAQ page of the Help Desk portal. Before you raise a request, you can scan through the frequently asked questions to see if the question you have has been answered on this page.



Downloads

All relevant tools and materials on the budget process are available for free download. These materials include budget training materials, relevant templates and how to video guides. Should you experience any problems while trying to access any materials from the site, simply mail the help line to speak with a dedicated officer to provide the necessary assistance.

Feedback to improve services

We would really like to know whether or not the Help Desk helped you. When you receive a feedback request from the BOF helpline, please express your level of satisfaction to enable the Help Desk improve its services to you.



Discussion Forum

The discussion Forum promotes continuous learning among a group of practitioners and helps them to solve common problems. One of your colleague may have had the challenge you are currently having and was able to resolve it. All you need to do is put up the questions you have on the discussion Forum and your colleagues can tell you how he/she was able to resolve the problem.

For Enquiries Contact:

BOF Helpdesk  
1st Floor,  
Budget Office of the Federation  
Federal Ministry of Finance Complex, CBD  
Abuja.

website: [www.bofhelp.gov.ng](http://www.bofhelp.gov.ng)  
[www.budgetoffice.gov.ng](http://www.budgetoffice.gov.ng)

Email - [enquiry@bofhelp.gov.ng](mailto:enquiry@bofhelp.gov.ng)

## ANNEXURE 6

(Soft Copy available on BOF Website)

### 2022 CAPITAL BUDGET TEMPLATE

#### Capital Budget Template (On-going and New)

Return to:

**The Budget Office of the Federation**  
Federal Ministry of Finance, Budget and National Planning  
Central Business District, Abuja



												Fiscal Year			FY:				
Completing Ministry								Completion date											
Completing officer:		Designation																	
S/N	Project Title	Approval Detail (attach a copy)		Project Status (New / Ongoing)	Location		Location GPS Coordinate	Date of Contract Award	Contractor	Commencement Date	Estimated Completion Date	Estimated Total Cost	Amount Expended as at 31st August, 2020:	2020 Budget Provision	Level of Implementation as at 31st August 2021	2022 Budget Allocation	2022 DELIVERABLES	REMARK (Where necessary)	
		MTB	BPP & FEC		Zone	State													dd/mm/yy
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Name & Signature of Officer Authenticating Returns \_\_\_\_\_

Rank / Designation \_\_\_\_\_

Date \_\_\_\_\_

**ANNEXURE 7**  
 (Soft Copy available on BOF Website)  
**2022 MULTILATERAL/BILATERAL LOANS SCHEDULE**

Return to:					
<b>The Budget Office of the Federation</b>					
Federal Ministry of Finance, Budget and National Planning					
Central Business District, Abuja					
				Fiscal Year	FY 2022
Completing Ministry				Completion date	
Completing officer:			Designation		
Line	DESCRIPTION	Classification	Currency	Status	2022 Budget
	Credits and Grants under IER (Federal Ministry of Finance, Budget & National Planning)				
	<b>Sector</b>				
	<b>Sub-Total</b>				
	<b>TOTAL GRANTS (US\$)</b>				



**Notes:**  
*Classification:* World Bank, AfDB, IsDB, AFD, ECB, IFAD, China-Exim etc  
*Status:* Project Closed, Effective, P4R etc  
*Currency:* USD, UA GBP etc

\_\_\_\_\_  
 Hon Minister/ Chief Executive

\_\_\_\_\_  
 Accounting Officer