



Review of Functions of Government Agencies in Afghanistan

Dr. Axel G Koetz
and
Ihsanullah Ghafoori

July 2017



15 YEARS
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RESEARCH



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This AREU Discussion Paper was prepared as a contribution to the Govern4Afg. Govern4Afg has been launched by German and Afghan partners to establish a platform for policy dialogue on governance topics identified as being highly relevant for Afghanistan. The two-year initiative brings together representatives of research, governance practitioners and decision makers to discuss and further develop governance mechanisms that guide state-building as well as enhance the overall understanding of the context in Afghanistan. Govern4Afg was steered by GIZ and supported by an Afghan-German consortium consisting of GOPA Consultants; AREU; and JS Consultancy Services. As a consortium, AREU has published a series of related research papers on governance in Afghanistan.

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About the Afghanistan Research and Evaluation Unit

The Afghanistan Research and Evaluation Unit (AREU) is an independent research institute based in Kabul. AREU's mission is to inform and influence policy and practice by conducting high-quality, policy-relevant research and actively disseminating the results, and by promoting a culture of research and learning. To achieve its mission AREU engages with policymakers, civil society, researchers and students to promote their use of AREU's research and its library, to strengthen their research capacity, and to create opportunities for analysis, reflection, and debate.

AREU was established in 2002 by the assistance community in Afghanistan and has a Board of Directors comprised of representatives from donor organisations, the United Nations and other multilateral agencies, and non-governmental organisations.

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List of Abbreviations

AOP	Administrative Office of the President
AR	Administrative Regulation
CEO	Chief Executive Office
CSC	Civil Service Commission
CSMD	Civil Service Management Department
DG	Directorate General
DM	Deputy Ministry
FA	Functional Analysis
FR	Functional Review
FTPE	Full Time Post Equivalent
HR	Human Resources
IARCSC	Independent Administrative Reform and Civil Service Commission
IDLG	Independent Directorate of Local Governance
MAIL	Ministry of Agriculture, Irrigation and Livestock
MoE	Ministry of Education
MoEc	Ministry of Economy
MoF	Ministry of Finance
MoPH	Ministry of Public Health
MoPW	Ministry of Public Works
MoUD	Ministry of Urban Development
MRRD	Ministry of Rural Rehabilitation and Development

Function Categories

P	Policy making
L	Legislation
C	Controlling of subordinate / external units
R	Regulation
S	Service delivery to citizen and Businesses
I	Internal Administration
B	Budget planning / controlling

1. Executive Summary

1.1 Introduction

The Government of Afghanistan is characterised by its extensive horizontal and vertical administrative structures, which have grown over the time, following various political principles dating back to at least the 1950s and 1960s, with extremely varying ideologies and behaviours. All the eras—from the Shah overthrowing presidential governments to the Russian occupation to the Taliban rule to various post-Taliban governments—reflect existing and conflicting structural elements of administration.

This overlapping of different administrative cultures led to systemic inefficiencies and problems in administrative management. In addition, there are organisational and legal shortcomings. For example, no legally defined tasks of ministries currently exist. Problems, strengths and weaknesses of the ministries are heterogeneous.

Functional reviews create transparency and accountability in big organisations, implementing their mandates in proper structures and without waste of resources, all with the goal of serving citizens and businesses in the most effective and efficient way.

1.2 Chief purpose or main objectives of the study

The chief purpose of this study is to demonstrate the functional review (FR) methodology as an approach to improve transparency, accountability, efficiency and effectiveness of the public administration in the Afghanistan government. Using these principles enabled identifying shortcomings in the present administrative structures and making proposals for improvement.

1.3 Methodology

From a technical point of view, the **review of functions** is based on the following steps: **(1) Exploration** of the context of the institution/s which have to undergo the exercise and identify main actors and stakeholders; **(2) comprehensive inventory of the relevant data**, which includes internal data on actually implemented functions, as well as information on functions that might be redistributed to/from other institutions; **(3) comprehensive analysis of functions** to identify overlaps, missing functions, wrong level of functions and optimal clusters; **(4) conclusions** for optimal design of institutions; and **(5) final detailed concept** for structures and instruments - organisational plan, staffing patterns and formulation of subunit functions.

Due to capacity reasons, this project can, unfortunately, not provide a full functional analysis (FA) of the Afghan government, not even of a single ministry. As a consequence, it has to limit itself to two topics:

- a methodological overview of the basic principles of optimisation of function structures and related organisational structures.
- a short analysis of functions and organisational structures and proposals for optimisation.

To do so, the project uses: (1) available documents and desk research, mainly from internet sources; (2) interviews with high-level staff of key ministries and institutions and analysis of mandates and structures for some other ministries (Finance, Economy, and Agriculture); and (3) comments and minutes/transcripts from the kick-off event, as well as from the discussion event.

The study was conducted in the governmental agencies in Kabul, Afghanistan. In the framework of the project, high-level staff from the following institutions were involved in interviews and provided additional information: Independent Directorate of Local Governance, Independent Administrative Reform and Civil Service Commission, Ministry of Education and Ministry of Public Health. The framework also included overviews of mandates and structures for some other ministries (Finance, Economy, and Agriculture).

The project had the character of a qualitative exploration study. Due to the small respondent base and the partly critical results, it was not possible to disclose the names of the respondents and their information/comments.

1.4 Findings

The analysis was based on documents and confidential interviews with top-level government officials and led to the following key findings:

- **Ministry structures are in general very large.** Ministries are overloaded with unnecessary organisational structures. Also, many hidden administrative and service functions exist within units with “ministerial” functions.
- **There are many top-level institutions.** The count of ministry-level institutions in early 2017 identified 49 top-level institutions, of which 25 are ministries, 24 are independent offices, five are commissions and six are general directorates, plus embassies and banks at the same level. In various cases, the name indicates that two or more units are involved in similar activities
- **Imbalance between central and sub-national institutions.** The statistical office in 2015-16 listed 400,812 civil employees in 57 institutions with central and sub-national units. The list *inter alia* includes about 110,000 employees at the central level, and about 290,000 at the sub-national level. The quantitative distribution of work of about 1:3 (central to sub-national level) needs further investigation.
- **Regulation of government structure and functions still under way.** A law on governmental structure and responsibilities has not been passed for years, leading to a very unclear situation of responsibilities and functions. It also leads to a waste of resources, as more than one unit deals with the same issues.
- **Influence of the legislative branch on the executive branch.** As a consequence, it is almost impossible to manage the internal structures of the government and a proper, legal binding assignment of the functions of individual ministries.
- **Very heterogeneous quality of mandates.** As there is no standardisation of mandates, an overall strategic management of the government is almost impossible. The formulation of mandates is rather unclear, and they are to a high degree in the hands of the respective institutions.
- **Mandates typically represent responsibilities and not functions.** Regarding the mandates provided, we did not find clearly defined functions and respective outputs/administrative products.
- **Overlaps and conflicts due to missing knowledge of the legal and regulatory base. Missing standards, different formats and missing transparency of the data presentation.** Central management becomes almost impossible since organisational charts and staffing lists have no common and integrated format. In addition, organograms and other administrative documents are published only to a limited extent and are typically not available for externals, or even other governmental units .
- **Data silos with limited access for outsiders.** The missing standardisation also leads to data silos. All necessary data or a high percentage are available, but only on request, and follow different standards that need explanation by the respective data generators in the ministries.

1.5 Conclusions

It can be concluded that the central government suffers from massive management deficits. The key problem lies in a missing legal base for mandates, responsibilities, and functions of government ministries. The second problem is missing transparency regarding responsibilities, functions, administrative products and the utilisation of resources. However, if the key problem is solved, the solution of the other problems is to a high degree only technical.

1.6 Recommendations

Basic recommendations were made for the government structures in general and for the use of FR methodologies to improve effectiveness, efficiency and manageability of the administration:

1. **Make FR a permanent and universal management approach.** FR should not be a one-time exercise, done by consultants, but rather a regular activity of each central and provincial government unit. Organisations are living organisms, with priorities, workloads and processes that change all the time. This has to be reflected in mandates, functions and resource needs. All managerial staff should be acquainted with the concept of FR.
2. **Create a champion unit and ensure responsibilities on the ground.** Each individual government institution should have FR. A central unit should be established, coordinating and standardising these efforts and enabling the availability of data government-wide. This might be located within the Independent Administrative Reform and Civil Service Commission, the Administrative Office of the President or, for the sub-national level, within the Independent Directorate for Local Governance.
3. **Enact a regulation on government responsibilities.** A regulation on government responsibilities distribution should be passed and regularly updated when responsibilities/ functions change.
4. **Enable a clear institutional structure.** Core ministry, subordinate administration and service delivery units should be clearly differentiated.
 - The core ministry (institution). This includes the central apparatus with functions mainly in the area of policy making, legal drafting, and supervision of the next level. These institutions act as the head of the “ministry holding”. They typically have no enforcement powers and in no cases deliver direct services.
 - Subordinate administrative institutions or offices will be responsible mainly for implementing and enforcing regulations and also supporting service institutions. This includes functions like issuing permits, licenses and documents, controlling compliance, issuing orders, collecting fees, fining perpetrators, doing statistical data collection, supervising service institutions etc.
 - Service institutions have the function of delivering services to citizens businesses. This might be on the central as well as the sub-national level.
5. **Draft a uniform organisational manual for all government institutions.** This might lead to government-wide structural transparency and helps staff of the institutions and users to understand roles and functions and to address the right units and subunits for requests. Key elements of the manual should be published on the respective internet pages of the government in a regularly updated, standardised form that should include:
 - **Legal base and mandate.** This refers mainly to the regulation on government responsibilities distribution, the establishment decrees and main elements of the applicable elements of constitution and general law.
 - **Mission and vision of the institution.** The determination of mission and vision of the respective institution is an important step to give strategic guidance for the staff. They should know why the institution exists (mission) and what the situation in the relevant policy area should look like in an “ideal” situation (vision).
 - **Organograms.** An Organogram of the institution should be displayed in a standard form using a standard programme. This is an important element of transparency.

- **Functions for all substructures.** For all substructures in the Organogram, mandate and functions should be determined.
 - **Descriptions for all posts.** Posts are the smallest, undividable organisational units. For all posts in the institution, descriptions should be drafted, based on the functions.
 - In addition: **administrative regulations.** Proper implementation of the functions should be governed by administrative regulations, which *inter alia* describe the business process behind the functions and administrative products.
6. **Quantify the functions system and define human resources needs.** For all functions, the products/outputs, customers, and resource needs have to be identified. A regular FA should use a universal system for this. All capacity demands and supplies are measured in full-time post equivalents (FTPE), representing the capacity of one full time worker in a time unit. In the course of this activity, the business processes behind the functions and administrative products might be analysed and optimised.
 7. **Establish functions-oriented post descriptions.** A post has to be understood as the smallest, undividable organisational unit. Non-managerial posts have to be based on the assigned functions portfolio of an organisational unit. Managerial posts have to be based on the duties of the respective level, plus technical duties. There should be a basic generic post description for a deputy minister, a Director General, a Director, and managers of different levels. For all posts, the necessary minimum qualification and competencies have to be defined. A government-wide standard for post descriptions has to be in force, based on a template provided by the Civil Service Commission.
 8. **Establish a common methodology and standards.** A common, standardised methodology for quantified FR in government units should be established.
 9. **Standardise core administration functions government-wide,** for example in finance, human resources, procurement, information technology, corporate services etc.
 10. **Create and implement administrative regulations.** All functions and related administrative products should be concretised in administrative regulations. Administrative regulations will *inter alia* describe the type of service, the requirements to applicants including needed documents, fees, the work process behind the function/product, maximum time to deliver the result, complaints procedures and indemnification of aggrieved parties.

Keywords

Functional analysis, functional review, organisational development, full time post equivalents, FTPE, Afghanistan, ministries, administrative regulations, organisational manual, administration reform, organogram, org sheet, mission, vision, mandate.

2. Introduction

Afghan and German partners jointly selected the review of government agency functions as one of six key topics within the Governance Forum Afghanistan (Govern4Afg) regarding distribution of competencies and roles between governmental agencies from both horizontal and vertical perspectives. Govern4Afg fosters policy dialogue between Afghan and German “Drivers of Change” in the field of good governance. The optimisation of the function structures of government institutions is a key topic in this area.

A key focus for this paper is a review of civil service functions and structures, including duplications in government agencies. This also includes ambiguities in the functions and structure in the civil service.

One of the major challenges regarding civil service functions and structures is legal ambiguity. Despite the implementation of reform programmes which aimed to eliminate structural duplications across government, it is still a major challenge in the Afghan civil service.

Structures are key in any organisation, both public and private. The Afghan civil service has seen many different phases of reforms, though it has yet to achieve optimal organisational structure. In four decades, the civil service was repeatedly changed into different systems ranging from Soviet-copied ones to the current semi-position system.

Ambiguity in functions and responsibilities of ministries not only impedes government capacity, but also, when 70 percent of the government’s budget is for wages/salary (2015/1394), it creates unnecessary fiscal pressures.

In addition, misalignment of government functions and structures creates serious confusion at the institutional, supervisor and recipient levels. In such a circumstance, organisations can easily make excuses of why they are unable to achieve their objectives and mandate.

Good governance requires an adequate distribution of functions between the public and private sectors, a horizontal and vertical distribution of functions between government units, and an optimal clustering of those functions.

Both functional analysis (FA) and functional review (FR) are approaches to systematically assess and describe the functionality of organisational structures and the distribution of functions among different entities. Whilst FA only comprises the analytical part of the exercise, FR goes a step further. It provides recommendations for the optimisation of administrative structures in order to improve effectiveness and efficiency of a system.

The analysis considers the horizontal and/or vertical clustering of functions in hierarchical structures with one or more subordinate layers. The analysis of the vertical function distribution and processes is particularly relevant for function decentralisation.

Accordingly this document addresses three main topics:

1. Methodology: What is behind functional analyses (FAs) and how can it be implemented?
2. Analysis: From the FA viewpoint, how can the present situation of administration management be assessed and with which main bottlenecks?
3. Recommendations: Which approaches might lead to a better administration?

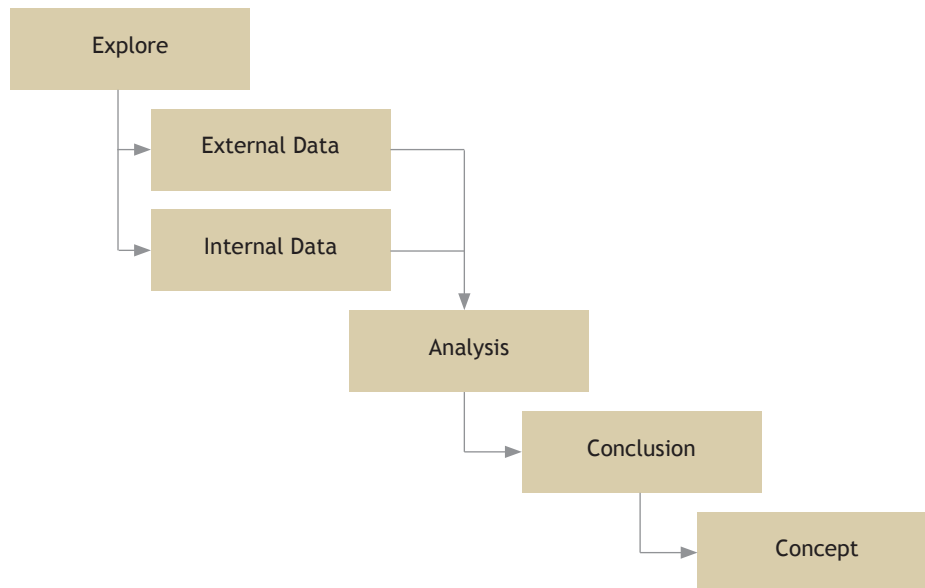
An important premise is that pure analysis will not lead to improvements. From the very beginning, FR has to be linked with organisational development and the implementation of adequate management tools. FR should not just lead to a report (so-called “shelfware”), but to instruments that are used on a daily basis, including post descriptions, staffing patterns, administrative regulations, quality management tools etc.

3. Methodology

3.1 Basic Functional Review Methodology¹

From a technical point of view, the **review of functions** involves: (1) **exploration** of the institutional context; (2) **comprehensive data inventory**, which includes actually implemented functions as well as information on those that might be redistributed to/from other institutions; (3) **comprehensive analysis of functions** to identify optimal clusters; (4) **conclusions** for optimal design of institutions; and (5) **final detailed concept** for structures and instruments, that is, organisation plan, staffing patterns and details formulation of functions on the subunit level.

Figure 1: Basic steps to functional review



1. **Exploration:** The exploration includes the complete legal and organisational context of the institution; this should *inter alia* include constitutional and legal bases, mandates, mission and vision of the institutions, existing staff lists and organograms. It also includes other data, such as an overview of the main cooperation structures, existing problems and identified needs for changes, as well as changes that were introduced recently or are planned.

The FA team usually implements this by desk/internet research and key interviews with the main stakeholders. It results in a collection of materials and meeting protocols that will be used during the process.

2. **Comprehensive data inventory:** This is usually done with a questionnaire in which the involved departments or sub-units are asked to identify their responsibilities and related functions. Such questionnaires are usually given out by the lowest subordinate unit in the relevant institution. The heads of those units are responsible to inform on the following:
 - Responsibilities
 - Related functions
 - Function category (please refer to chapter 3.3.2 for the specific functions)
 - Outputs (of functions)
 - Output quantity
 - Customers / users of outputs

¹ Based on the KPI Methodology for Functional Analysis and Strategy Bases Organizational Development.

- Additional information as needed, like peak times, expected changes in workload etc.
- List of staff
- Share of workload for each staff member (or staff category) and function, measured in FTPE, assuming usually a work capacity of 100% for each full-time worker.

Filling in the data form is crucial. The respective unit heads usually are prepared for their task through training workshops and are supported by a hotline during the work process. However, it might also be necessary to let FA experts fill in the forms in the framework of interviews. In any case, quality control should be done by the FA team.

After the basic functions of the individual units are identified, a complete data base of responsibilities is created. In big units, this might be a 3-4-digit number of individual functions that can be sorted by different criteria.

3. **Analysis:** For each identified function, their proper cluster assignment is analysed. For this, a decision tree model is used in which each function is checked for different criteria. The check might include such questions as:
 - Is the function necessary?
 - Should the function be privatised?
 - Should the function be transferred to another governmental unit?
 - Should a function be executed on top government level or on subordinate level?

Other criteria for horizontal functions assignment follow the classification. “P”, “L”, “C” functions usually belong to the top level of government. “R” usually belongs to the intermediate administration and “S” to units that provide services. “A” can exist in all levels for their own administration.

4. **Primary Conclusions:** This part of an FA project will result in a proposal of major function clusters, for example, on a deputy minister level. It also proposes which functions will be done on the lower level, for example, in the provincial administrations. At the end of this phase, the results should be discussed with the key stakeholders for general approval.
5. **Detailed Concept:** After the general top-level function cluster is agreed, sub-clusters are elaborated, then structures on all levels are constructed based on the clusters. This will then also lead to the key elements of an organisational manual: organogram, staff list, post descriptions, business processes and administrative regulations.

The basic data collection instrument (questionnaire) and the FA decision tree are available in the annex.

3.2 Methodological limits and their consequences

Due to capacity reasons, this project cannot provide a full FA of the Afghanistan government, nor even of a single ministry. As a consequence, it limits itself to two topics:

- a methodological overview of basic optimisation principles of functions and related organisational structures.
- a short analysis of functions and organisational structures and related issues of the government and proposals for optimisation.

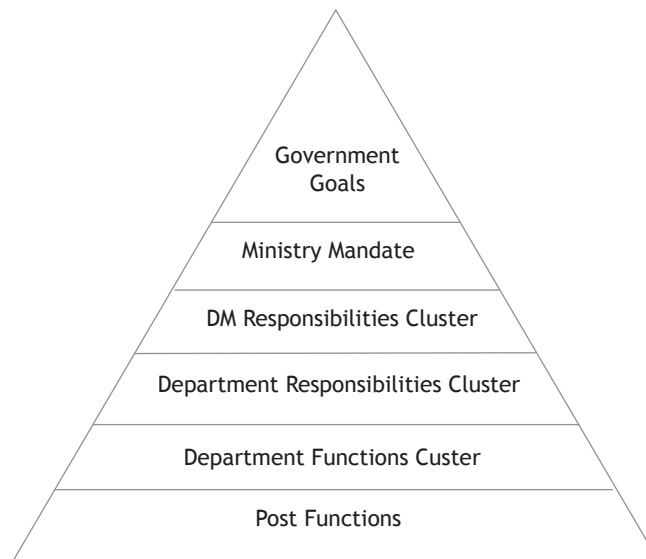
To do so, the project uses: (1) available documents and desk research; (2) interviews with high-level staff of the Independent Directorate of Local Governance (IDLG), Independent Administrative Reform and Civil Service Commission (IARCS), Ministry of Education (MoE), Ministry of Public Health (MoPH), , and the Ministry of Public Health (MoPH) along with overviews of mandates and structures for some other ministries (Finance, Economy, Agriculture); and (3) comments and minutes/transcripts from the kick-off event as well as from the discussion event.

3.3 Conceptual Basics behind the Functional Analysis Methodology

3.3.1 Functions Pyramid and Organisational Structures

We understand the government and its individual substructures as a **pyramid of goals, responsibilities, functions and processes**. There is a top-level goal system, which leads to the overall responsibilities of the state. These are split into responsibility clusters such as defence, internal security, education, health etc. The clusters are reflected in the the mandates of the top-level institutions. On the next level, the mandates are split into more detailed responsibilities, to design deputy minister clusters such as general education. This might then go on for lower levels, splitting and concretising the clusters for the directorate-general (DG), directorate, and so on.

Figure 2: Functions Pyramid



Functions transform the responsibilities activities on the next step. Whilst responsibilities do not yet specify certain actions, functions do, and are linked to concrete business processes, resources utilisation, and outputs (or “administrative products”). For example, curricula development might be such a function. It should have a clear process, with resources assigned and a tangible product at the end. There should also be a user or beneficiary. Functions must be properly clustered to create effective and efficient organisational structures. The clustering might follow different principles, for example, having similar customers, outputs or processes, needing similar resources, complementing each other, being in the same process chain and so on. For example, curricula development, textbook writing and teacher education might be elements of a process chain: curricula lead to textbooks, both lead to teacher education, and in many cases the persons acting in the processes are the same. However, we could also come to other bundling concepts. In any case, the creation of proper bundles of functions and responsibilities is the basis for the creation of optimal structures on the different organisational levels.

3.3.2 Function Categories and Organisational Structures

Functions in public institutions usually can be **classified to a standard scheme**.² A standardised scheme distinguishes

- (P) for policy making, policy planning and analysis, and policy support functions,
- (L) for legislation including the concrete formulation of laws and the formal law-making process,
- (C) for controlling and supervision of subordinate institutions,
- (R) for regulation and enforcement of rules, licensing, etc.,
- (S) Services for citizen and businesses, as well as also technical services for institutions,
- (A) for internal self-administration and administrative support to other public institutions.

As a rule, higher-level institutions focus on P, L and C functions and lower-level institutions focus on R and S functions, whilst A functions are implemented on all levels.

Responsibility	Function	Category	Output	User
Infrastructure Planning	Elaborating a development plan	P	Development plan for region x	Planning board members
Civil service legislation	Preparing the documentation for parliament	L	Synopsis old law / new law	Parliamentarians
Immigration Control	Issuing passports	R	Passport	Citizen
Supervision of Provincial Administration	Monthly reporting	C	Report	Mol
Ensuring Education Quality	Elaborating textbooks for mathematics	S	Textbooks	Students
Internal security	Controlling regulation for buildings	A	Controls executed according to standards	Building users

The relation of mandated functions and associated resources to internal administration is called the “teeth-to-tail ratio”: the less “tail” (internal administration), the better. Theoretically, the pure leadership functions of unit managers also belong to the “A” or the “tail”. The question of how many leadership functions are necessary to get the output is in any case relevant. Internal administration in this regard does not only mean the respective units. In many cases, a “hidden tail” exists, for example, when policy- or service-oriented units employ administrative support staff because they don’t want to be dependent from the services of a human resources or administrative department.

3.3.3 Horizontal Functions Structure

The horizontal FA leads *inter alia* to the question of the number of decision points and the broadness of the structure. The more decision points, the bigger the risk of conflicts and overlaps. A preliminary analysis of the Afghan government in early 2017 identified 49 top-level institutions, of which 25 are ministries, 24 are independent offices, five are commissions and six are DGs.³ There are numerous potential overlaps and conflicts.

² As usual in the FA/FR area, it is not completely standardised. P, L, C, R, S and A are more or less undisputed, whilst in some cases categories are either split or added due to certain analytical needs.

³ This may have been changed already at the time of publication. The list on the website of AoP is not available, and the present list does not include all institutions anymore.

A horizontal FA could, on an operative level, identify overlaps and conflicts (as described in a later chapter). Of more relevance, however, is a redefinition of responsibility and functions clusters. This will probably lead to mergers of units or to the inclusion of some smaller units as DGs or even only directorates in larger units.

3.3.4 Vertical Function Structures

More or less automatically, FA is understood as a horizontal approach that looks for the need for functions, conflicts and overlaps within the subunits of an institution or between units of the same level. In fact, in many cases the vertical approach is also of highest importance. Modern concepts of public administration understand the top level—the “ministry”-level institutions—as a kind of “Holding Headquarters”. On the top level, only strategies (policies) should be made and codified (P and L in our classification), and a central oversight should be ensured (C in our classification). Operative functions are to be done on a lower level, in subordinate central or regional administrative units. Such units in most cases care for customer (citizen) relations, and formulate and implement the contracts on this level (R in our classification). They also supervise the concrete activities on the shop- or service-production level (S). For example, a ministry of education would be mainly responsible for top-level decision making on resources, contents, budgets and long-term planning and policy activities, plus the supervision of central as well as regional subordinate units. Those institutions again supervise the schools and do the concrete distribution of resources. For example, a German school ministry that is responsible for about 130,000 teachers has a staff of fewer than 400.

In comparison, many ex-communist countries have a high degree of vertical integration. The ministry is not only doing P, L, and C; rather, it is doing everything and everybody is an employee. Even regional and local outlets are understood as offices of the ministry. This leads to opaque structures, a loss of managerial responsibility and waste of resources.

FA should make the vertical structure of functions transparent and lead to a clear distinction of the different levels. This might in a next step lead to adequate management structures and an increase in responsibility on all levels.

3.3.5 Analytical Aspects of Methodology

FA usually cannot follow a purely “constructive” approach; it usually starts with existing organisational structures. This can for a first approach be based on respective organisational documents if available. Usually a deeper analysis is necessary, since the real structures tend to deviate from the theoretical ones, plus there is little information about resources use and unit names are often not very enlightening.

There are numerous tools existing for initial data collection, but they usually lead to the construction of an overall matrix of the responsibilities and functions of an institution. There might easily be several hundred different functions in an institution. Based on this data, further analytical steps are taken regarding several questions:⁴

- Are functions redundant, should they be totally or partially skipped, privatised, transferred to subordinate (regional, local) units or to other governmental institutions?
- Are there functions missing that must be newly introduced?
- Are there functions presently assigned elsewhere that should become part of the institution’s function portfolio?

With those questions, a first revised portfolio can be constructed. In a next step, the revised functions portfolios are analysed with regard to optimal clustering.

Aside from technical functions, the new clusters have managerial functions; those will only be added in a next step.

⁴ See Manning and Parison, respective Annexes.

Another topic is the analysis of the business process optimisation and scale effects, that is, non-linear development of resource utilisation; examples include placing all ministry licensing functions in one unit with improved information technology, or bringing together functions along a process chain to reduce waiting and transport time. Such reductions in resource needs have to be taken into consideration, but are not an element of the basic FA.

3.3.6 Constructive Aspects of Methodology and Organisational Quality

New clusters are transformed into new structures. To do so properly, organisational quality criteria should be applied, for example:

- Construction principles of the administration should be identical for all institutions. In particular, whether deputy ministers can either be an actual deputy of the minister and assume a political post or be heads of divisions in the ministry should be clarified. Similar clarification should be provided at the lower end of the hierarchy.
- To ensure continuity and reduce the ministerial workload, there should be a “permanent secretary” or “state secretary” who is head of the complete administrative staff, coordinates the technical work and represents the minister in his or her absence in all technical issues.
- A ministry that comprises only one technical division and an administrative unit should not be constructed. The portfolio should be big enough for at least two technical divisions, in case it needs to be merged/integrated into another institution with similar portfolio.
- Management structures should be efficient. 1:1 subordinations are not acceptable.
- A unit can minimally consist of a unit head and two subordinate staff members on the next lower level, which do substantial technical work (not a director with a secretary and a driver).
- In ministerial units below DG level, the unit head should be involved substantially in technical work.
- The span of control for ministerial units doing P, L, or C work should usually not be more than about 1:7. In support units (supervision of cleaners or similar), the span of control might go up to 20-30. This limits at the same time the size of ministerial structures. A ministry with three deputy ministers, each with two DGs and each DG supervising seven directorates with a maximum staff of five, would thus have a staff limit of 294, plus ministers’ apparatus and internal administration.
- Support staff should be concentrated. Drivers, cleaners and messengers, including their technical resources, should be managed centrally.
- Personal secretaries should be allowed only for managers with a substantial need for support, and not be used as a status symbol.
- Functions should be clustered in a way that brings the complete chain under one manager. This, however, need not all the time be the lowest manager; it can be done within one directorate or one DG.
- Administrative units should follow government-wide construction patterns and procedures/regulations. There should be a respective coordinated model of functions and structures. This supports administrative simplification and makes it possible to compare cost and efficiency of the central functions that exist in all institutions of that level.

3.3.7 Functions and Posts Descriptions

The FR reveals which functions are implemented by which staff members. As a consequence, it is easy to link the functions of the organisational units with the functions of the posts. This is important as the post is always the smallest organisational unit in an institution. The post descriptions should therefore be included in the constructive part of the FR and should include the following:

1. Organisational settings (post name etc.)
2. Description of the technical functions of a post, as derived from the unit functions
3. Description of the managerial functions of a post (if any), derived from a government-wide pattern valid for all staff with a certain function
4. Description of the related qualification, experience and personal competencies needed

The system for post description and the necessary elements should be standardised government-wide.

3.3.5 The Organisational Manual

The FR process should not be executed in ministries as a one-time activity for the top level of the institutions. In fact, it can be used to get the basic data for an organisational manual which then can be taken for the day-to-day use by all management levels and even given to the public.

The organisational manual might include the following elements:

1. Mandate, mission and vision of the institution
2. Overview of the legal basis of the institution and references to key normative acts, which, in particular, would include a regulation of the ministry
3. Organogram (if necessary in several pages if the structure is too big)
4. Staffing patterns (Staffing by subunits and ranks)
5. Mandates, responsibilities and functions of the units, including references to subordinate central and sub-national units
6. Post descriptions
7. Coordinates of the staff members (might be omitted to security considerations)

The manual should publish all the information in one book or electronic file and should be regularly updated. It is of particular importance that the manual follows the same system and patterns for all institutions.

4. Findings

4.1 Overview and Context of Findings

4.1.1 Functions and Structure of the Afghan Public Administration

Based on the constitution, which proclaims a central administration, the sole authority of the whole state lies with the President. However, after the deadlock election of 2014 and signing of a political deal with the two presidential front-runners, a new Chief Executive Office (CEO) emerged as head of the executive branch of the Afghan state. According to this political agreement that formed the current National Unity Government, the President should have a policy-making role and should pursue international relations while the CEO should have an executive and management role, particularly with the ministries and independent agencies.⁵

The civil service scope defined in Civil Servants Law article 4 is “Provisions of this Law are applicable to civil servants of ministries, Office of Attorney General, independent agencies and independent commissions, state owned enterprises, administrative affairs units of both Houses of National Assembly and administrative affairs units of judiciary.”

Military personnel of ministries and independent agencies, judges and lecturers of higher education institutions are excluded from this provision.

4.1.2 Public Administrative Reform Programmes in the Civil Service of Afghanistan:

The Independent Administrative Reform and Civil Service Commission has developed and implemented several reform programmes since its establishment in 2003. These programmes also redefined and improved the structure and functions of the civil service ministries and agencies.

The very first reform programme for organisational structuring and functions in the civil service sector was *Priority Restructuring and Reform*, which included reviewing the allocated number of positions for individual ministries, official hierarchy adjustments and initial division of functions among technical and support function positions.

The second reform was a public administration reform programme that was developed and implemented by IARCSC across civil service ministries. In addition to more specific structural reform changes which included developing departmental terms of reference, job descriptions for individual positions and initial alignment of organisational structure with strategic objectives of line ministries, the programme also included reforms on human resource management, business processes and policy and legal framework adjustments.

Pay and Grading Reform: Pay and grading is considered the third generation of public administration reform. It was designed by IARCSC and based on ministries’ readiness; at the earlier stages, a core working group was set up for assessing the organisational structure, terms of references and strategic objectives of ministries and agencies.

The legal basis for pay and grading is the Civil Servants Law, which sets the eight-grade organisational structure for all civil service ministries and agencies. This aspect of pay and grading organisational structuring was applied for all ministries.

The pay and grading reform was initially designed to achieve some major reform objectives, including structural rightsizing of ministries/agencies and avoiding duplications, development and adjustment of job descriptions and motivating staff for better performance through introduction of a new salary, grade, recruitment, and performance management system.⁶

⁵ Civil Service Reforms in Afghanistan.

⁶ P&G Manual, 2007, IARCSC.

One of the major pay and grading reform objectives was to address organisational duplications and overlaps but based on an assessment carried out during this study that shows at least 21 major duplications and overlaps. This simply means the challenge is yet to be addressed after implementation of the reform.

4.1.3 Organisational functions and structural problems in the Afghan civil service

During the last decade, several bilateral and multilateral donor agencies have created autonomous units to implement social policy within or parallel to the Afghan civil service. An example is the Ministry of Rural Rehabilitation and Development (MRRD), where there are almost the same number of project staff as of permanent civil servants. Key development programmes are even currently implemented in the Ministry of Public works (MOPW), Ministry of Agriculture, Irrigation and Livestock (MAIL) and Ministry of Public Health (MOPH) through projects and contracted staff rather than civil servants. While these initiatives have resulted in fast service delivery, particularly in the remote areas of the country, they created multiple layers of organisations and parallel executive structures, often with staff not aligned to the country's civil service and not accountable to ministries and governmental agencies.

Coordination among the government ministries is a main challenge. Patronage is rife and some ministries are stuffed with ghost or unqualified staff. IARCSC as well as individual ministries do not have updated human resource management information systems.

Government ministries and agencies lack significant operational and senior-level management and professional and common function capacities. Combined with a lack of modern management and public policy practices, this contributes to poor service delivery, low budget execution and a range of inefficiencies.

The **organisational structure** is inflated with overlaps and duplications. For instance, in the area of financial audit there are five different authorities: the Supreme Audit Office (SAO), the Ministry of Finance (MoF), the internal audit departments of ministries and institutions, the High Office of Oversight and Anti-Corruption (HOO) and the Independent Joint Anti-Corruption Monitoring and Evaluation Committee (MEC). To clear this structure is not only a question of financial resources, but also of effective control and transparency.

In addition, a preliminary analysis reveals other major duplications and overlaps of institutions:

- development and implementation of urban plans with the Ministry of Urban Development and Housing and Municipalities;
- distribution of residential lands with the Afghanistan Independent Land Authority (Arazi) and Municipalities;
- development of economic policies and programmes and monitoring the projects and donor coordination by both MOF and Ministry of Economy;
- business licensing and investment management with the Ministry of Commerce and relevant sectoral ministry;
- quality control of food and other imported commodities with the MOPH, ANSA, MAIL and MOCI;
- design and development of construction codes with five institutions;
- anti-corruption with four institutions;
- regulation of land transport with two institutions;
- regulation of postal and telecom service with three institutions;
- electrical power with two institutions;
- counter-narcotics with two institutions;

- business process simplification and reform of administrative procedures with two institutions;
- monitoring service sector at provincial level with two institutions;
- coordination of civil servant capacity building with two institutions;
- reform program management with two institutions;
- development of new Kabul city with several institutions and national procurement where duplication existed, but very recently has been addressed by establishment of a single procurement committee.

This will not necessarily lead to an increase of average size of the ministries when, at the same time, the vertical optimisation of the functions structure is done.

There are even institutions where a task is performed by five or more different institutions, each having a piece of legislation justifying their mandate and function.

4.1.4 Key challenges with regard to organisational functions and structures in the civil service of Afghanistan

Despite the Pay and Grading Reform, the issue of duplications and overlaps is still unsolved. The root causes are the following:

- **Absence of legal framework on basic functions and structure of government:** Article 159 of the Afghan Constitution obligates the government to develop a *Basic Organic Law* in less than one year, but it is more than 13 years since the Afghan Constitution was enforced and the organic law has yet not been finalised and enacted. There are three major reasons why the law has not been developed yet. First, there are different readings of the constitution on the nature of the law. It is disputed whether the *Basic Organic Law* is supposed to be a state organic law or a government structure law. Second, there is missing clarity on the structure of the law, particularly regarding whether it will include a detailed name of all ministries and agencies or an outline of the government's role and responsibilities. The third challenge is the low technical capacity, particularly in the Ministry of Justice to draft or technically review the existing draft developed by IARCSC. According to IARCSC and experts from the Ministry, the law is expected at least to define the functions and structures of top-level government institutions. Afghanistan used to have a *Subject Matter Law* during King Zahir Shah's time in 1965 called *Basic Organic Law*, which listed the names of all ministries/agencies with their role and responsibility. In 1980, a law called *Key Principles for Structure and Duties of Afghanistan Democratic Republic* only outlined the functions of government ministries and agencies without specifying them in detail.
- **Limited Political Willingness and Political Intervention:** With conflict and insecurity rising in Afghanistan, less attention is given to reform, although recently the political will has been shown by the appointment of a new, visionary chairperson for IARCSC. Reduction of structural duplication is highly dependent upon top-level leadership commitments.
- **Restructuring:** In the past, there were several examples where a ministry or division was not able to perform and where parallel structures were created elsewhere instead of fixing the institutions' failure. A good example is the creation of the Ministry of Counter-Narcotics while retaining a division in the Ministry of Interior Affairs led by a Deputy Minister.
- **Incentives to Keep Existing Structures and People:** Even top-level leadership shows a tendency to bear with duplications in order to avoid losing employees and positions. Large institutions are still perceived as having greater power for recruiting more people and possessing a greater span of control.⁷

⁷ CSMD Director, IARCSC.

4.2 Concrete Findings

4.2.1 Very Large Ministerial Structures with a High Degree of Vertical Integration

The quantitative analysis of ministry structures shows that they are in general very large.⁸ For example, the central apparatuses of MoPH and MoE have between 2,000 and 4,500 staff,⁹ with numerous units dealing not only with original ministerial functions such as policy making, legal drafting or supervisions, but also involved in service delivery and implementation/enforcement of regulations. As a consequence, the functional structure is very opaque. It takes substantial work to identify, unit by unit, what the responsibilities and functions are, particularly as the names of many units are not very meaningful and they typically feature hidden subunits. Furthermore, units with ministerial functions also include staff that is related to internal simple support functions like drivers and cleaners.

Favouritism and lack of leadership underpin the challenges to these large structures. Instead of a professionalised civil service that serves citizens either directly or through private sector, the public sector has been considered an employment institution favouring the relevant parties or groups holding government leadership.

4.2.2 High Number of Top-level Institutions

Over 40 top-level institutions, that is, directly subordinated to the President, cover mostly different governmental responsibilities:¹⁰

- The CEO
- The Presidential Administration including the Administrative Office of the President (1)
- Ministries (25)
- Directorates (6)
- Commissions (5)
- (Independent) Offices (13)
- Other Institutions (Bank, Diplomatic Representations - not relevant in this context, but adding to the number of subordinations)

This makes proper management of the governmental apparatus almost impossible, and it is probable that in some cases duplicate work is done without the overlapping ministerial agendas even being noticed.

Contradictions in the legal documents also exist due to the lack of a legal framework structuring civil service ministries and independent agencies; this has also caused a lack of clarity in roles and functions of civil service ministries and agencies.

Further, most of ministries themselves determine their own objectives. This eventually causes duplications and overlaps of functions. In addition, duplications of functions among ministers at national level and governors at sub-national level have caused malfunctions in service delivery, particularly at the sub-national level.

⁸ Afghanistan Statistical Yearbook 2015-17, p. 17; Data provided by Ministries.

⁹ Information from interviews, data and own computation in MoEdu and MoPH.

¹⁰ AoP Website, <http://aop.gov.af/english>, Afghanistan Directory; http://www.theafghanistandirectory.com/6/Government_and_Politics/. There is presently no complete list of government websites.

4.2.3 Lack of a coordination entity

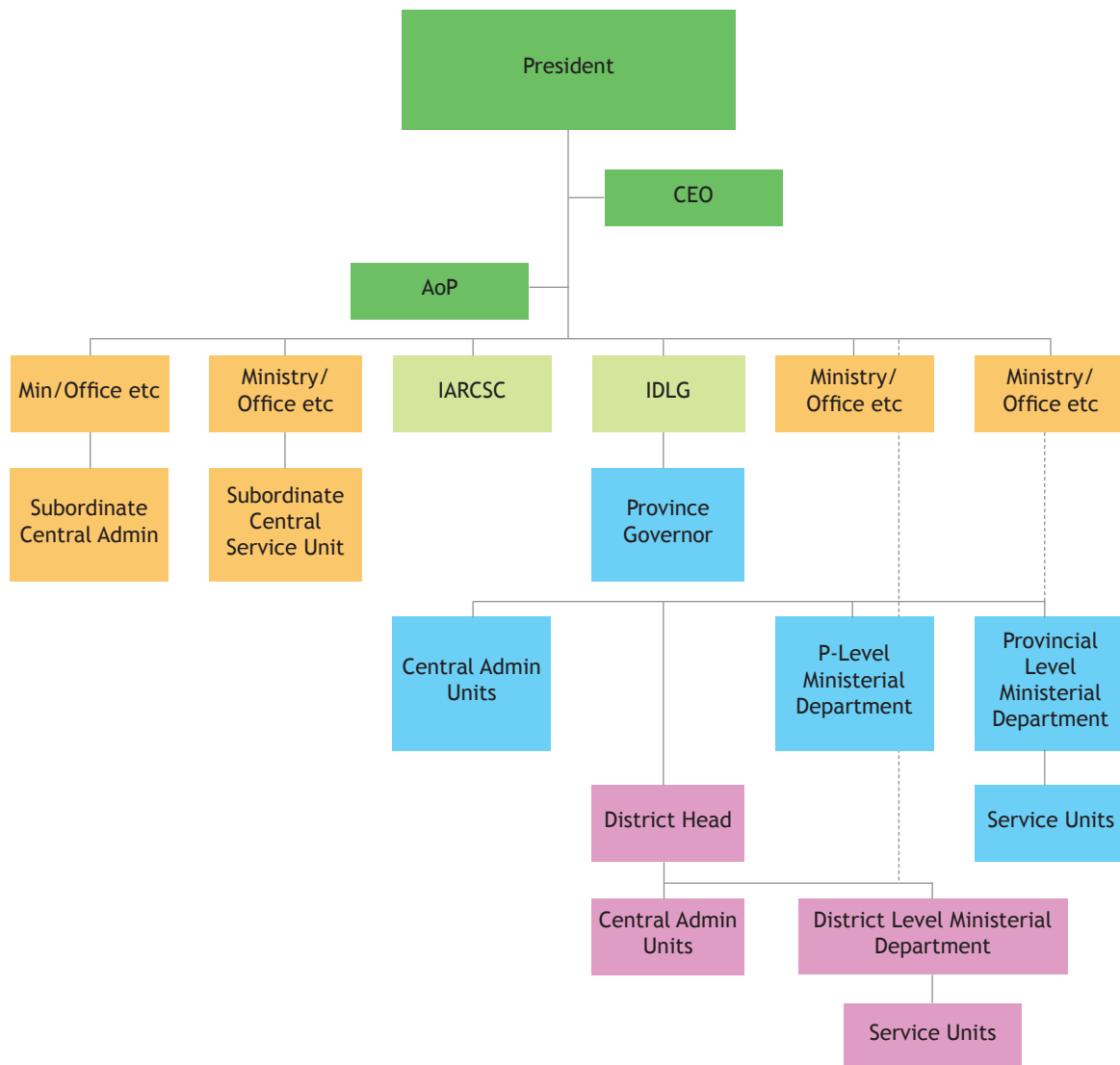
The lack of a coordination and supervision entity within the Afghan administrative system is another problem for the civil service organisational functions and structure issues.

4.2.4 Imbalance between Central and Subordinate Structures

In addition to the central units, the second level has 34 provincial administrations, with Kabul as the largest with 4.6 million inhabitants. Six others have more than 1 million, with 14 having above 0.5 million and three having about 150,000 inhabitants.¹¹ To cover this size relation of 1:29 administratively, provinces are categorised in size groups. Ministries also have offices on the provincial level.

The third level is formed by 398 district administrations. District government and function structures as well as the relations to ministries are rather unclear and the number of districts varies. The following chart demonstrates the main elements of the organisational structures of the Afghan government:

Figure 3: Organisational structure of Afghan government



11 Central Statistics Office Afghanistan, Population Estimation, March 2017. <http://cso.gov.af/Content/files/%D8%AA%D8%AE%D9%85%DB%8C%D9%86%20%D9%86%D9%81%D9%88%D8%B3/Final%20Population%201396.pdf>.

The President, CEO, and AoP (Green) and central management structures (light green) take the main responsibility for coordination of the administration. Line ministries and other line institutions (orange) form the top level of the executive government. IDLG and IARCSC belong, despite their specific management responsibility, to this level. The top-level institutions can be supported by central administration and service units. The second level of the government is formed by the provincial governments (blue), which are disciplinarily subordinated to IDLG. They have central administrative units and technical units, which belong functionally to line ministries (for example, the health department or education department). Those departments take *inter alia* the responsibility for the management of service institutions like schools or hospitals on provincial level. The lowest level of the state government is formed by the district administrations (pink), which are subordinated to the governors. They also have a central administration, along with units functionally subordinated to other ministries (usually to the respective departments on a provincial level).

The statistical office in 2015-16 listed 400,812 civil employees in 57 institutions with central and sub-national units.¹² The list *inter alia* includes about 110,000 employees at the central level, with about 290,000 belonging to the sub-national level. From another point of view, about 300,000 employees are classified as officials, and 100,000 as contract employees. The quantitative distribution of work of about 1:3 (central to sub-national level) should be seen questionable. Obviously too many functions are assigned to the central level and might better be transferred to the sub-national level.

4.2.5 Regulation on Government Structure and Functions Still Under Way (and Nothing to Replace it at Least Temporarily)

A law on governmental structure and responsibilities has not been passed for years, leading to a very unclear situation of responsibilities.¹³ However, it is questionable if such a law would be helpful or only cement a situation that would need changing again within months.

4.2.6 Influence of the Legislative Branch on Internal Decisions of the Executive Branch

In the present constitutional and legal environment, the national assembly has a strong influence on the distribution of responsibilities of the ministers and ministries. The government tries to escape the lack of administrative clarity by working with “acting ministers” and using offices and institutions of quasi-ministerial character, but in the sole oversight of the president. This leads in effect to a reduction of transparency as various top-level institutions operate with very different status.¹⁴

4.2.7 Very Heterogeneous Quality of Mandates and Terms of Reference on All Levels - Institutions, Units, Posts

As there is no standardisation of mandates and terms of reference, an overall strategic management of the government is almost impossible. The formulation of mandates is rather unclear, and they are to a high degree in the hands of the respective institutions. The degree of detailing can vary.¹⁵

4.2.8 Mandates Typically Represent Responsibilities, not Functions

Mandates represent mainly responsibilities and not functions. During the analytical process, we could not go more in depth, but we did not find clearly defined functions and respective outputs/administrative products.¹⁶

12 Afghanistan Statistical Yearbook 2015-16 p. 17.

13 Based on discussions with representatives of IDLG and IARCSC, as well as in the discussion event.

14 Constitution, various articles.

15 Based on the data provided by various ministries, as outlined in the annex.

16 See footnote 14.

4.2.9 Missing Standards, Different Formats and Missing Transparency of the Data Presentation

Output formats of key management instruments vary and as a consequence structures are opaque. As a sample, the official organograms of three important ministries (MoF, IDLG, MoPH) show that different programs (Excel, Word, PowerPoint) are used, as well as different principles of presentations, please see figure 4.

Central management becomes almost impossible if organograms and staffing lists have no common and integrated format. As a different problem, organograms and other documents are published only to a small distribution and cannot be used externally without efforts.¹⁷

4.2.10 Data Silos with Limited Access to Outsiders

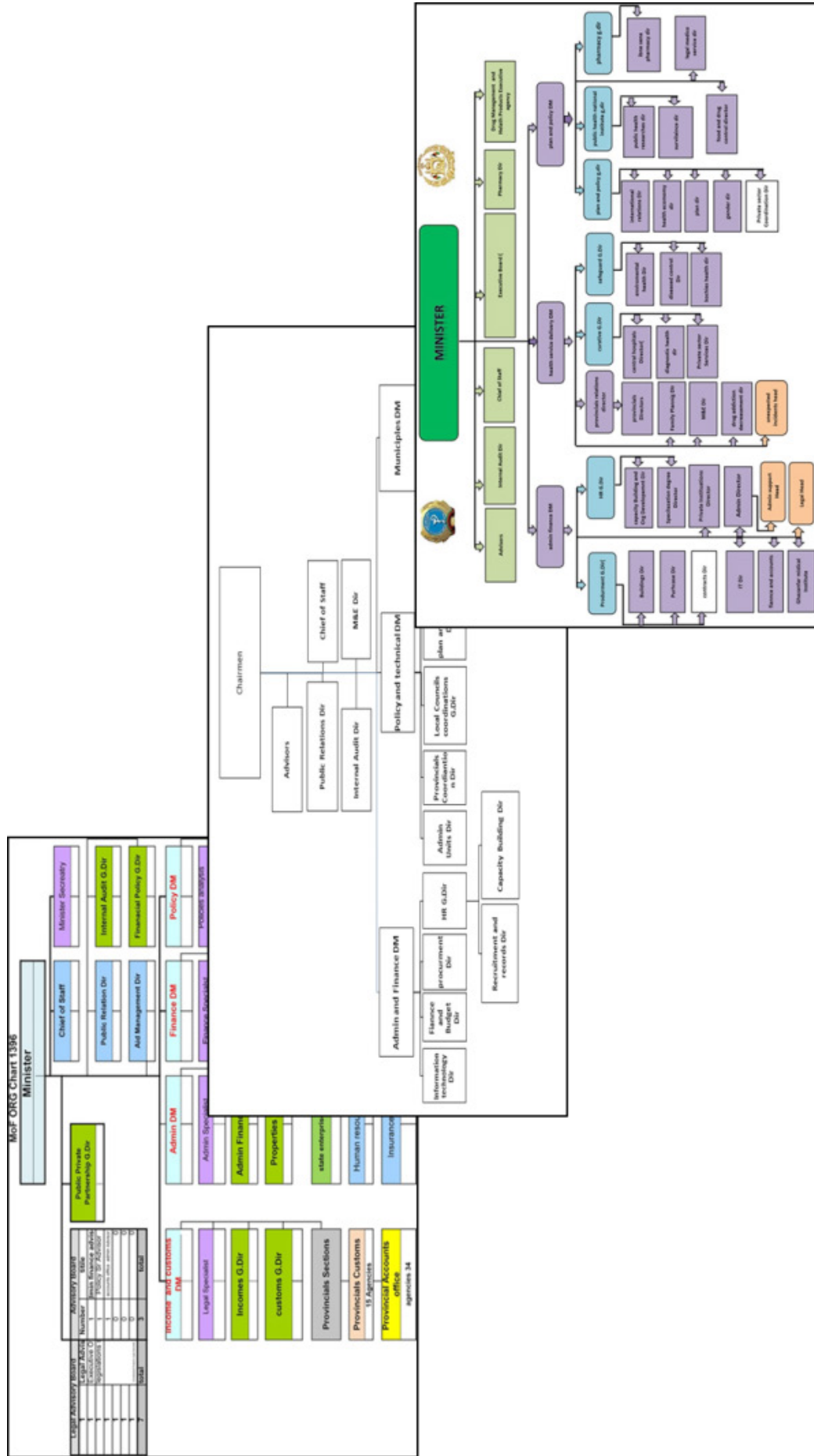
The missing standardisation also leads to data silos. All necessary data, or a high percentage thereof, are available, but only on request, with different standards and needing explanation by the respective data generators in the ministries.

5. Conclusions - Key issues for an Overall Management of the Government Sector

Problems 1-10 together show that the central government suffers from massive management problems. The main problem lies in a missing top-level decision on mandates and responsibilities of institutions, which makes the optimisation of the situation almost impossible. The next problem is transparency of responsibilities, functions, administrative products and the processes behind the utilisation of resources. If the first problem is solved, the solution of the other problems is only technical.

¹⁷ Source: Org sheets delivered by ministerial / Top-level units with extremely heterogeneous structures and degree of details.

Figure 4: Organogram of MoF, IDLG and MoPH



6. Recommendations

6.1 Make FA a Permanent and Universal Management Approach

(1.1.) FA should not be a unique exercise, done by consultants, but become a regular activity of each central and provincial government unit. Organisations are living organisms, and priorities, workloads and processes change all the time. This has to be reflected in mandates, functions and resource needs. Afghanistan has a particularly fast-moving administrative environment, due to changes in regional coverage, administrative reform efforts and the permanent considerations to promote e-government. Every 2-3 years, an FA exercise is necessary to have sufficient information over the structures.

(1.2.) All managerial staff should be acquainted with the concept of FA. They should not understand it as a threat or the expression of distrust, but rather as a management instrument. In the future, FA should be done by this group to analyse their own areas of responsibility. To do so, all should be trained in its basic methodology and be able to do the basic data collection as well as understand the results.

6.2 Create a “Champion” Unit and Ensure Responsibilities on the Ground

(2.1.) Each individual government institution should have FA as a function and endow it with substantial capacity, potentially as part of the HR unit portfolio, though there might be other assignments possible. The unit should have the capacity to do regular FA activities. Whilst the unit is in the disciplinary responsibility of the respective institution, it will be in the functional responsibility of the central unit under (2.2.)

(2.2.) A central unit should be implemented, coordinating and standardising the FA efforts and ensuring the availability of data government-wide. This might, for example, be in the IARCSC, the AoP or another central institution. IDLG might have such a function for the sub-national government units.

(2.3.) The office should also train users, and develop and disseminate methodology. Users should receive an initial training and a permanent update of knowledge (continuous training). Methodology development should be based on daily experience.

6.3 Regulate Government Responsibilities Distribution

(3.1.) A regulation on government responsibilities distribution should be passed and regularly updated. The government needs the ability to change organisational structures at short notice and move responsibilities from one institution to another without too much bureaucracy. It is preferable to regulate the distribution of responsibilities and functions by decree or governmental regulation and not by a law, which should regulate only the more general aspects.

(3.2.) The implementation should be in the hands of the central unit mentioned under (2.2.). Implementation does not mean decision making, but technical preparation of regulations/decrees. The unit, which should always have a complete valid regulation available, will act as a public notary and publish the changes.

(3.3.) The unit should also deal with responsibility overlaps and conflicts, facilitate solutions and bring problems to the attention of the government.

6.4 Clarify Institutional Structure

(4.1.) Clearly differentiate all structures by levels to solve the current problem of a very high degree of vertical integration. This makes the structures extremely opaque.

(4.2.) Levels might be:

- The core ministry (institution). This includes the central apparatus with functions mainly in the area of policy making, legal drafting and supervision of the next level. These institutions act has the head of the “ministry holding”. They should usually have no component of enforcing regulations and in no cases deliver direct services.
- Subordinate administrative institutions or offices will be responsible mainly for implementing and enforcing regulations and also supporting service institutions. This includes in particular functions like issuing permits, licenses and documents, controlling compliance, issuing orders, collecting fees, fining perpetrators, doing statistical data collection etc.
- Service institutions mainly deliver to citizen and businesses. This might be on the central and as well as the sub-national level. Central institutions comprise, for example, laboratories, health care institutions, training institutions and technical institutions. On the sub-national level, there might be hospitals, schools and universities. Sub-national units usually are under the supervision of provincial and/or district administrative institutions and similar institutions exist in parallel. Central units are usually directly subordinate to the ministry headquarters; it is also possible to provide provincial or district administrative support.

(4.3.) Repeat this for Provincial and District level.

6.5 Draft a Uniform Organisational Manual for All Institutions

(5.1.) A uniform organisational manual should be drafted for all government institutions. This might lead to government-wide structural transparency and help the political management and staff of the institutions to understand the respective roles and functions and to address the right units and subunits for requests.

(5.2.) For each institution, and in a standardised format, it should include:

- Legal base and mandate. This refers mainly to the regulation on government responsibilities distribution, the establishment decrees and main elements of the applicable elements of constitution and general law.
- Mission and vision of the institution. The staff should know why the institution exists (mission) and how the situation on the policy area the institution works in should look liken in an ideal future situation (vision).
- Organogram. For the sake of transparency, an organogram of the institution should be displayed in a standard form.
- Functions for all substructures. For all substructures in the organogram, mandate and functions should be determined.
- Post descriptions for all posts. Posts are the smallest organisational units. For all posts in the institution, descriptions have to be drafted, based on the functions.
- Administrative regulations. Proper implementation of the functions should be governed by administrative regulations, which *inter alia* describe the business process behind the functions and administrative products.

6.6 Quantify the Functions System: Functions and HR Needs

(6.1.) For all functions, the products/outputs, the customers, and the resource needs have to be identified. A regular FA should use a universal system for this.

(6.2.) All capacity demands and supplies are measured in full-time post equivalents (FTPE), representing the capacity of one full-time worker in a time unit. One FTPE might include the following capacity:

365	calendar days
./. .	free weekend days
./. .	free religious and state holidays
./. .	free customary holiday
./. .	annual leave days
./. .	average sick days .
=	average workdays per year
x	average working hours per work day
=	gross work hours per year
./. .	Ramadan workdays x work hours reduction in Ramadan
=	net work hours per year

In Europe, this usually leads to a value of 200-220 working days per year with about 1,600 to 1,800 working hours per year, respectively.

(6.3.) To project HR demand for all administrative products and projects, specific FTPE values for one output unit have to be determined. A simple approach is to assign the FTPE consumption for a certain product and then to divide this by the number of output units. For example, the workload for the function “giving out passports” might consume the work capacity of 50 FTPE. If 2,000 passports are given out, the specific demand per unit is 0.025 FTPE.

(6.4.) In the course of this activity, the business processes behind the functions and administrative products might be analysed and optimised (Conduct a workflow analysis). Key functions could be standardised. This might reduce resource needs, improve speed of services, increase quality and alleviate the burden of red tape and corruption.

6.7 Functions-Oriented Post Descriptions

(7.1.) A post has to be understood as the smallest, undividable organisational unit. It does not describe what a person should do, but assigns a set of functions to the person that holds the post. If the *de facto* functions of a post holder differ from the post description, this has to be remedied. In case a post description is obsolete, it has to be updated; in extreme cases, the post has to be eliminated.

(7.2.) Non-managerial posts have to be based on the assigned function portfolio of an organisational unit. It is possible that, for example, a department includes only one post. In such cases, the function portfolio is equal to the functions of the post.

(7.3.) Managerial posts have to be based on the duties of the respective level plus technical duties in the respective environment. Level duties have to be coordinated such that, for example, the basic rights, responsibilities and duties connected to a certain level are the same in all institutions. There should be a generic post description for a Deputy minister, a Director general, a Director, and managers of different levels.

(7.4.) For all posts, the necessary minimum qualification and competencies should be defined. For managerial posts, this should also include the necessary experience. For each assignment of a higher rank, the candidate has to prove a certain minimum time of successful work on the next-lowest position.

(7.5.) A government-wide standard is for post descriptions should be in force, based on a template provided by the Civil Service Commission. It follows the construction guidelines above.

6.8 Common Methodology and Standards

(8.1.) A common, standardised methodology for FA in government units should be established. The methodology should include the following elements:

- A. Data Collection
 - Identify the lowest organisational units in the institution to be analysed. These are usually those led by one manager.
 - Identify the responsibilities of the unit.
 - Assign the functions to each responsibility. Functions represent activities to implement a responsibility and usually have a defined business process, output and customer.
 - Assign to the functions the respective output/s, output quantity, and customers. Also assign the function type.
 - Identify the human resources utilised for each function. At least 95% of the staff resources should be distributed to functions; the rest might be assigned for “others”.
 - Compute the specific HR needs for one output unit.
 - Add managerial functions.
- B. Generate an overall functions model of the complete institution.
- C. Analyse options for change outside the institution and update the model accordingly.
 - Functions to be skipped.
 - Functions to be privatised.
 - Functions to be transferred to other institutions (including lower-level institutions).
 - Functions to be added from outside or newly established.
 - Functions with changes in the specific resource needs.
- D. Analyse the functions inside the institution and reassign functions if necessary.
 - Adapt the structure of (optimal) functional clusters that support mandate and strategies best.
 - Design a new structure of organisational units, based on the new clusters.
 - Add administrative and management functions and the respective resources based on a normative analysis.
- E. Draft an optimised functions structure, related organisational structure and staffing.
 - Structure and Organogram.
 - Mandates and functions of units.
 - Post descriptions.
 - Staffing patterns.

(8.2.) The responsible institution under (2.2.) should set the standard, and all other governmental units, independent of level and specialisation, should apply it.

(8.3.) The standard-setting institution also has the responsibility for respective training of experts and of managers, as well as for a comprehensive database, the development of the tool set, and for special analyses.

6.9 Standardise Core Administrative Functions Government-Wide

(9.1.) Identify a core management and administration function of ministries and government institutions including provincial governments.

(9.2.) This might be finance, human resources, procurement, information technology, corporate services etc.

(9.3.) This might also include managerial functions of the individual line units.

(9.4.) Functions should be subject to (internal) administrative regulations, which are generalised for all institutions to ensure comparability.

(9.5.) Common performance indicators should be in place and used.

6.10 Administrative Regulations

(10.1.) All functions and related administrative products should be concretised in administrative regulations (ARs). There should be two types of such regulations:

- those related to customer services (for example: issuing of passports, licensing of media).
- those related to internal services (for example: procurement, internal reporting, hiring staff).

(10.2.) ARs will *inter alia* describe:

- the type of service.
- the requirements to applicants, including needed documents.
- the fees.
- the work process behind the function / product.
- The maximum time to deliver the result.
- Complaints procedures and indemnification of aggrieved parties.

The following scheme clarifies the general structure of an administrative regulation. All regulations need a proper legal construction, which might be an internal government decree or another type of secondary legislation.

(10.3.) Quality indicators will be in place and monitoring results will be published regularly. Regarding customer-related regulations, they should be compiled in a citizen charter.

Figure 5: Model for Administrative Regulations

(1) References	(2) General Rules	(3) Work Flow	(4) Forms
<ul style="list-style-type: none"> • Name of the AR; • Version of the AR • Name/s of the Service/s (Output/s) delivered • Goal of the AR • Process Owner • Validity 	<ul style="list-style-type: none"> • Legal quality of the AR (Admin Law or just recommendation) • Applicability (by region, users, topics, time etc.) • Fees to be paid (by customer / applicant)* • Input / docs to be submitted by applicant)* • Maximal legal processing time)* • Responsibility (post holder who approves output, signs/ stamps) • Technical pre-requisites and resources needed • Filing / Documentation / Archiving of process and results • External institutions taking part in the process and their rights / obligations • Indicators to measure implementation • Expected implementation standards 	<ul style="list-style-type: none"> • Narrative description of the process • Process flow chart • Variations if different sub-processes exist, for example when outputs slightly vary 	<ul style="list-style-type: none"> • Forms set • Sample for filling in / filling in guideline • Screen shots if IT based • Output documents)*

7. Annexes

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Interviews were conducted with high-level discussion partners from IDLG, IARCSC, MoPH and MoEdu. In addition, various ministries supported the work by provision of information and documents.

7.2 Overview of Top-Level Government Institutions

S/N	Name of Ministry	Abbreviations	Website
1	Ministry of Rural Rehabilitation and Development	MRRD	http://www.mrrd.gov.af
2	Ministry of Agriculture, Irrigation and Livestock	MAIL	http://www.mail.gov.af
3	Ministry of Commerce and Industry	MoCI	http://www.commerce.gov.af
4	Ministry of Communications & Information Technology	MoCIT	http://www.mcit.gov.af
5	Ministry of Counter Narcotics	MoCN	http://www.mcn.gov.af
6	Ministry of Defense	MoD	http://mod.gov.af
7	Ministry of Education	MoE	http://www.moe.gov.af
8	Ministry of Finance	MoF	http://www.mof.gov.af
9	Ministry of Foreign Affairs	MoFA	http://mfa.gov.af
10	Ministry of Higher Education	MoHE	http://www.mohe.gov.af
11	Ministry of Interior	MoI	http://www.moi.gov.af
12	Ministry of Justice	MoJ	http://www.moj.gov.af
13	Ministry of Mines and Petroleum	MoM	http://www.mom.gov.af
14	Ministry of Public Health	MoPH	http://www.moph.gov.af
15	Ministry of Transport and Civil Aviation	MoTCA	http://www.motca.gov.af
16	Ministry of Women's Affairs	MoWA	http://www.mowa.gov.af
17	Ministry of Information and Culture	MoIC	http://www.moic.gov.af
18	Ministry of Labor, Social Affairs, Martyrs and Disabled (MoLSAMD)	MoLSAMD	http://www.molsamd.gov.af
19	Ministry of Borders and Tribal Affairs	MoBTA	www.mobta.gov.af
20	Ministry of Urban Development & Housing	MoUD	http://mudh.gov.af
21	Ministry of Hajj and Religious Affairs	MoHIA	http://www.mohia.gov.af
22	Ministry of Water & Energy	MoEW	http://www.mew.gov.af
23	Ministry of Public Work	MoPW	http://www.mopw.gov.af
24	Ministry of Refugees and Repatriation	MoRR	http://www.morr.gov.af
25	Ministry of Economy	MoEC	http://www.moec.gov.af

List of Civil Service Administrative Structure

General and Independent Directorates

S/N	Name of Directorate	Abbreviation	Website
1	General Directorate of Attorney	GDA	http://ago.gov.af
2	Supreme Court	SC	http://supremecourt.gov.af
3	Afghanistan Independent Land Authority	AILA	http://arazi.gov.af
4	Office of State Minister for Disaster Management	DNDM	http://www.andma.gov.af
5	Directorate of Geodesy and Cartography	AGCHO	www.agcho.gov.af
6	Supreme Audit Officer	GDA	http://sao.gov.af
7	High Office of Oversight and Anti-Corruption	HOAC	http://anti-corruption.gov.af
8	Independent Directorate of Local Governance	IDLG	http://idlg.gov.af
9	Independent Directorate of Nomad and Kochi		
10	Afghanistan Civil Aviation Authority	ACCA	http://acaa.gov.af
11	National Environmental Protection Agency	NEPA	http://nepa.gov.af
12	Afghanistan National Standard Authority	ANSA	http://ansa.gov.af
13	General Directorate of Academy of Sciences of Afghanistan	ASA	
14	General Directorate of Physical Education and Sport of Afghanistan	GDPEs	http://gdpes.gov.af
15	National Radio and Television of Afghanistan	RTA	http://rta.org.af
16	Wolesi Jirga (Lower House Representative)	WJ	http://wj.parliament.af
17	Meshrano Jirga (Upper House of Representative)	MA	http://mj.parliament.af

Commissions

S/N	Name of Commission	Abbreviation	Website
1	Afghanistan Atomic Energy High Commission		http://aaehc.gov.af
2	Independent Electoral Complaints Commission	IECC	http://iecc.gov.af
3	Independent Administrative Reform and Civil Service Commission	IARCSC	http://www.afghanexperts.gov.af
4	Independent Election Commission	IEC	http://www.iec.org.af
5	Independent Commission for Overseeing the Implementation of the Constitution	ICOIC	http://icoic.gov.af
6	Senior Technical Advisory	STA	
7	National Economy Advisory	NEA	

7.3 Functions and Structures of selected Institutions (qualitative analysis)

7.3.1 Independent Directorate of Local Governance

Vision

The vision of the Independent Directorate of Local Governance (IDLG) is: To bring positive change in the lives of the people by providing good local governance.

The IDLG, together with its sub-national governing units, commits itself to provide open and transparent, accountable, participative, effective, coherent, and inclusive governance based on consensus and rule of law, at national and sub-national levels. Similarly, IDLG and its sub-national governing units are committed to ensure that Afghanistan women enjoy greater equity in education, participation, and justice.

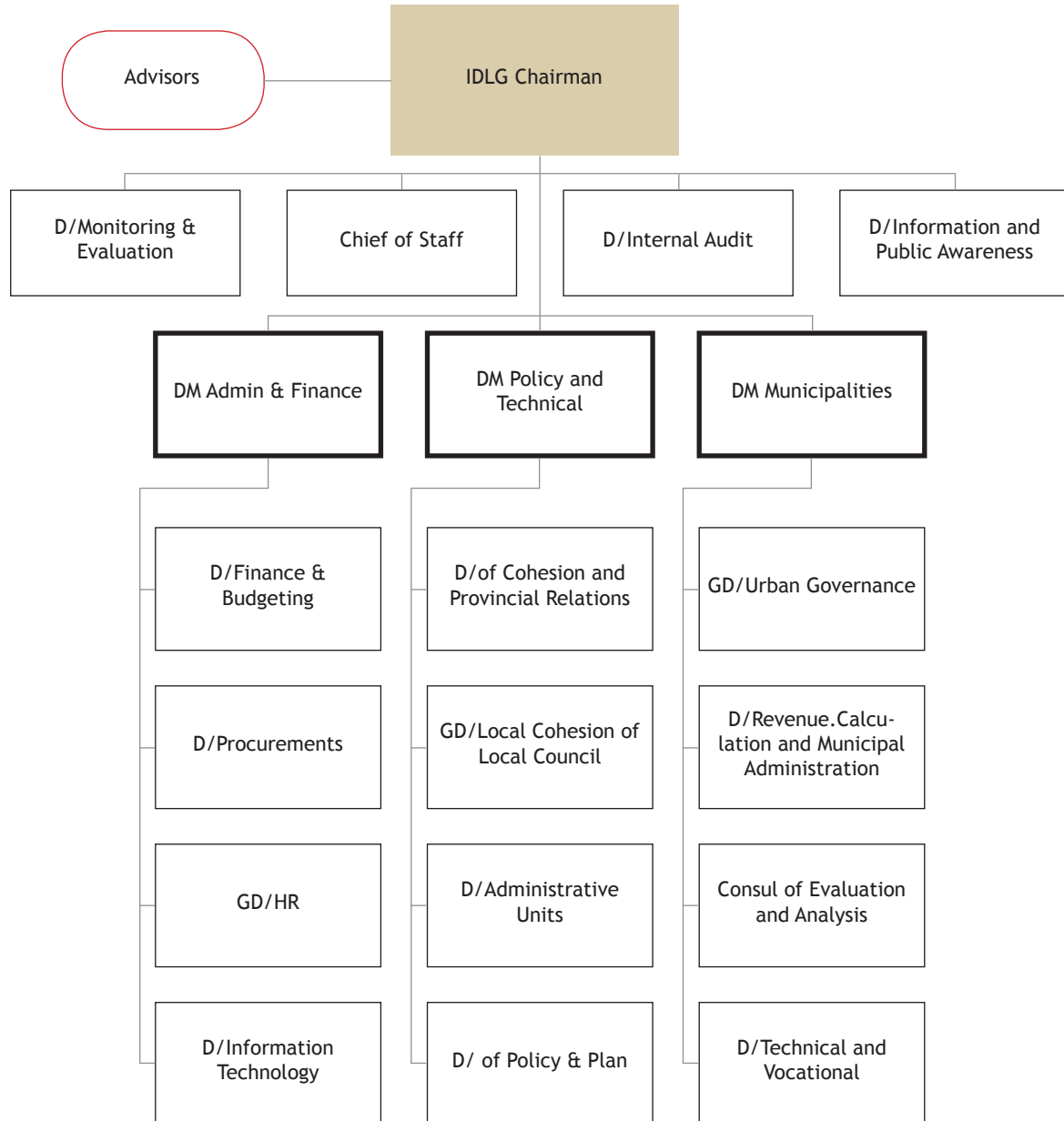
Mission

The mission of the IDLG is consolidating peace and stability, achieving development and balanced economic growth and improving service delivery by having good local governance entities with just and democratic processes at the local level.

Functions

- Policy development and compliance monitoring, the issuance of guidelines and procedures, and the development of relevant legislation.
- Upward accountability, in terms of receiving regular reports from provincial governors and PGOs about the performance of their responsibilities and passing them on to the Office of the President (OoP) and Office of the Chief Executive (OoCE).
- Management, support and strengthening of provincial and district governors' offices, in terms of budget and human resources (including training and development) and monitoring and evaluation of the implementation of development projects by sub-national agencies.
- Support and strengthening of local elected bodies: by developing and implementing relevant policy and procedures; by contributing to the development of relevant legislation; by funding the operating costs of provincial council offices; by providing staffing and training and other aspects of capacity building; by channeling feedback and reports from provincial councils to relevant authorities at the center; and by monitoring the extent to which provincial councils carry out their functions in accordance with the law.
- Management and support of municipalities, including: municipal governance; citizen representation; the provision of urban services by municipalities; revenue generation; capacity and institution building; and policy development, implementation, monitoring and evaluation.
- Design, management and monitoring of development projects that are concerned with different aspects of sub-national governance and development.
- Financial and administrative support to sub-national entities.
- Advocacy: IDLG may also play an advocacy role in relation to government and donor agencies for the performance-related needs of sub-national agencies.

Organogram of IDLG (simplified)



7.3.2 Ministry of Rural Rehabilitation and Development

Vision

A healthy, poverty-free and opium-free Afghanistan, based on independence, democratic governance, self-reliability and equitable development

Mission

Catalyse and coordinate community-based integrated rural development.

Functions

- Develop and implement policies and strategies to promote poverty reduction, improve livelihood and social protection in rural Afghanistan.
- Develop and establish representative local institutions that are able to undertake a range of governance functions at the sub-national level.
- Develop and strengthen the rural infrastructure to ensure the delivery of a portfolio of national development program.
- Ensure and strengthen the sustainability of efforts implemented towards poverty reduction, building of local institutions, and rural infrastructures.
- Improve the capacity of communities to manage productive natural resources to support poverty reduction and dispute resolution, and to reduce vulnerability to natural disasters.

7.3.3 Ministry of Agriculture, Irrigation and Livestock

Vision

Food security, eradication of hunger and balanced economic growth.

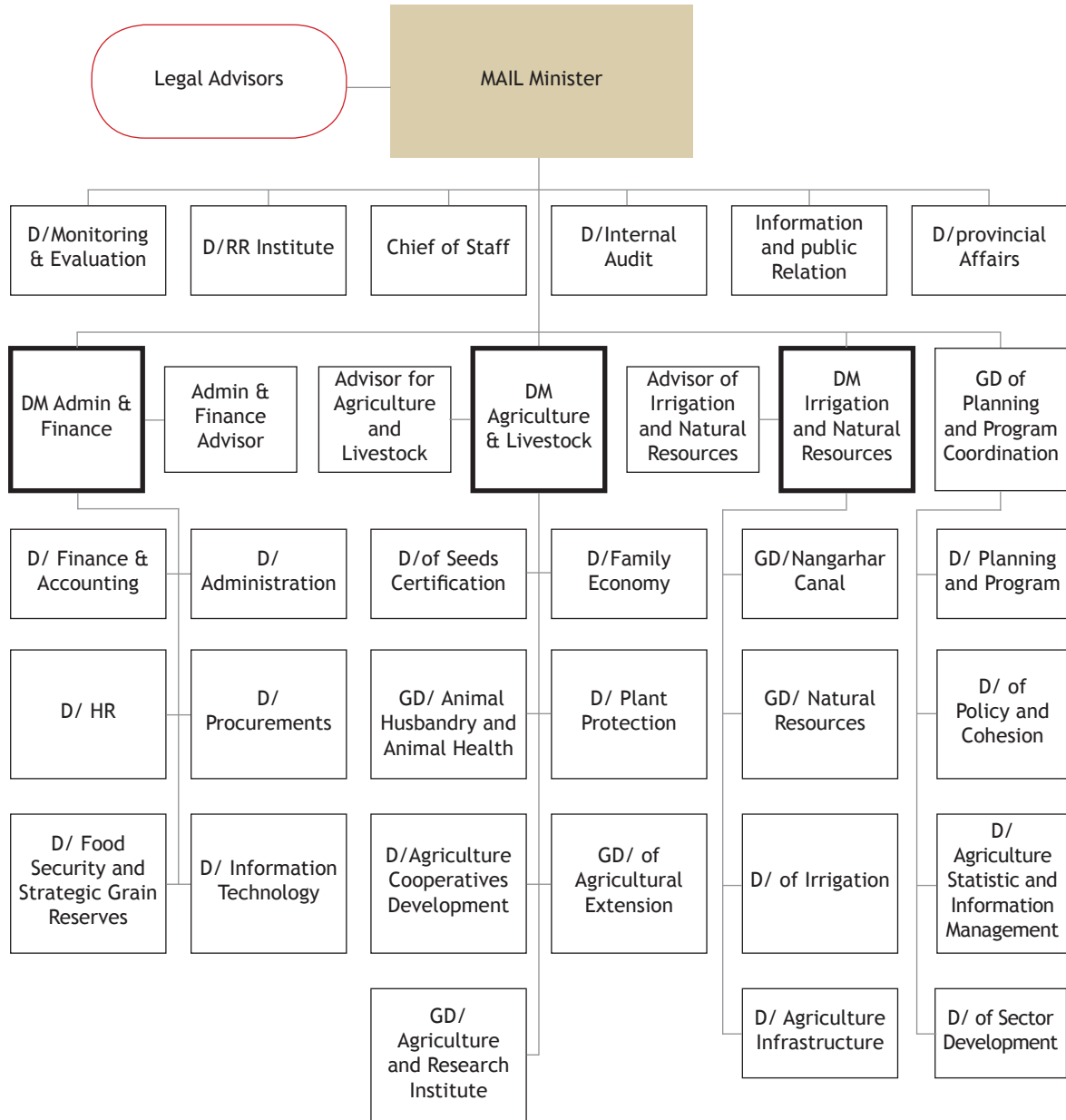
Mission

To drive the country towards the path of poverty reduction, licit crops and national security through natural resources management, increasing agricultural production and productivity, improved physical infrastructure and market development.

Functions

- Agricultural research - establishing facilities and carrying out research in all aspects of farming, horticulture, animal husbandry, introduction of new varieties and technologies for improved production and processing;
- Extension - providing extension and advisory services to farmers, herders, agricultural producers and establishing demonstration farms at the village and district level, as per MAIL's *New Extension Model*;
- Provision of inputs - providing farmers with inputs such as seeds, saplings, fertilizers and animals; and establishing and maintain of grain reserves for provision of the grain and seeds in response to droughts or floods;
- Animal health - provision of veterinary health services, animal reproductive services and products, vaccines etc.;
- Protection activities amongst unwanted pests and diseases at the border posts; disease control and surveillance of health status for plants and animals; and pest control of plants and animals in the country;
- Certification and quality control for food safety standards; diagnostic services for plant and animal diseases for food safety and conformity with specifications;
- Irrigation schemes - construction of irrigation schemes, provision of support to water harvesting and on-farm water management to farmers.

Organogram of the MAIL (simplified)



7.3.4 Ministry of Economy

Vision

To prepare skilled and competent citizens through the education system to sustain Afghanistan's socioeconomic development and social cohesion

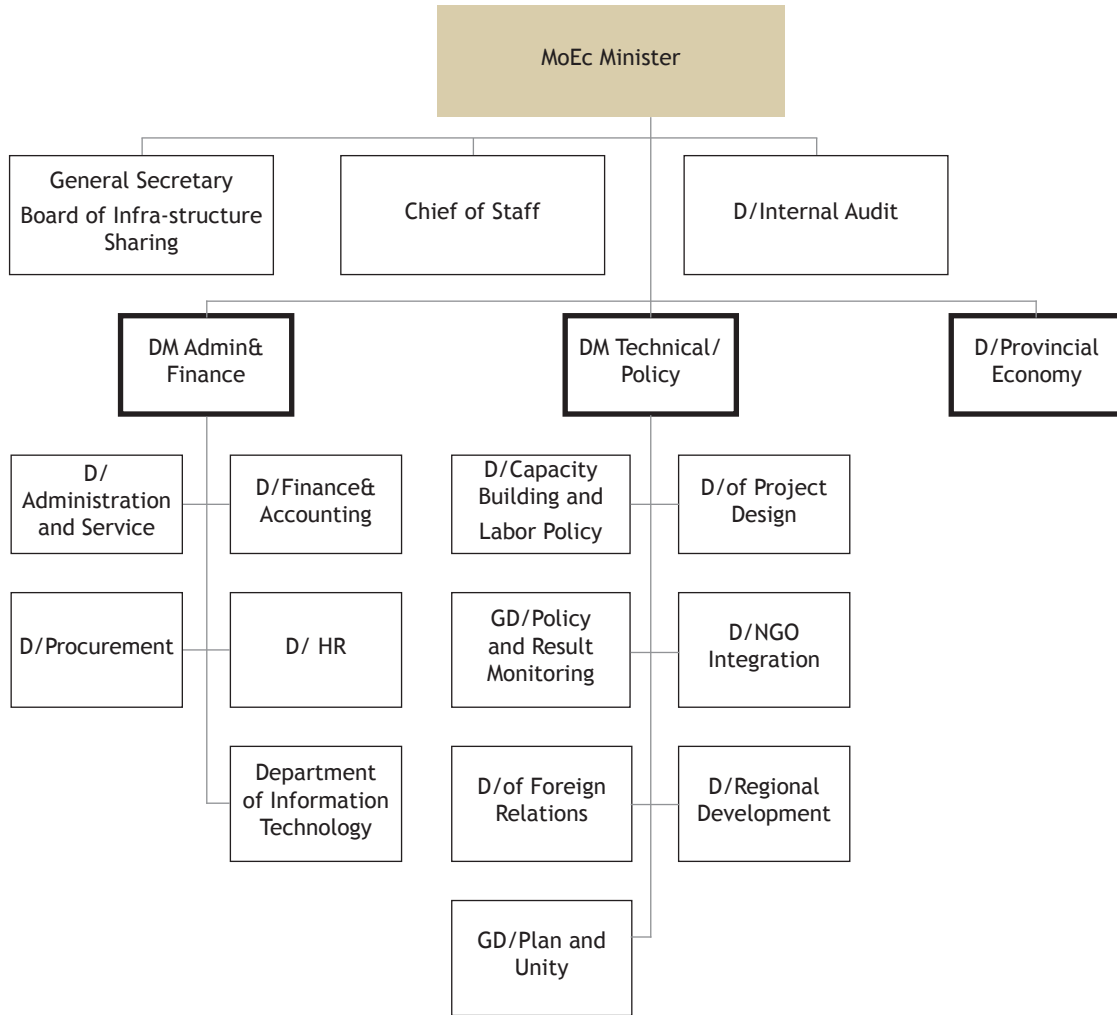
Mission

To equip learners at all levels with the knowledge, skills, attitudes, and values needed to be productive, healthy, and responsible citizens prepared to contribute to the welfare of society and viable employment in the national and international labour market

Functions

- Introducing and preparing policies and strategies for the government's development economy based on market principles; controlling and monitoring economic activities in the country.
- Regulating and coordinating economic, social, reconstruction and rehabilitation activities.
- Planning and arrangement of projects with separations of the sectors.
- Supervision, inspection and arranging of local and foreign NGOs and providing work licenses for them in accordance with the provisions of law.
- Ensuring balanced growth and development in the national economy in cities, provinces and districts.
- Developing the overall social and economic situation of the country
- Provide equal development throughout the country.
- Ensuring coordination among different sectors.
- Developing the private sector.
- Raising per capita income and improve people's standard of living.

Organogram of the MoEc (simplified)



7.3.5 Independent Administrative Reform and Civil Service Commission

Vision

Having a legitimate, non-political, stable, service-oriented and accountable civil service in the framework of good governance. Having the ability to use public resources more effectively and efficiently for basic services delivery, enhancement of revenues and supporting the development of the private sector for national economic and social development.

Mission

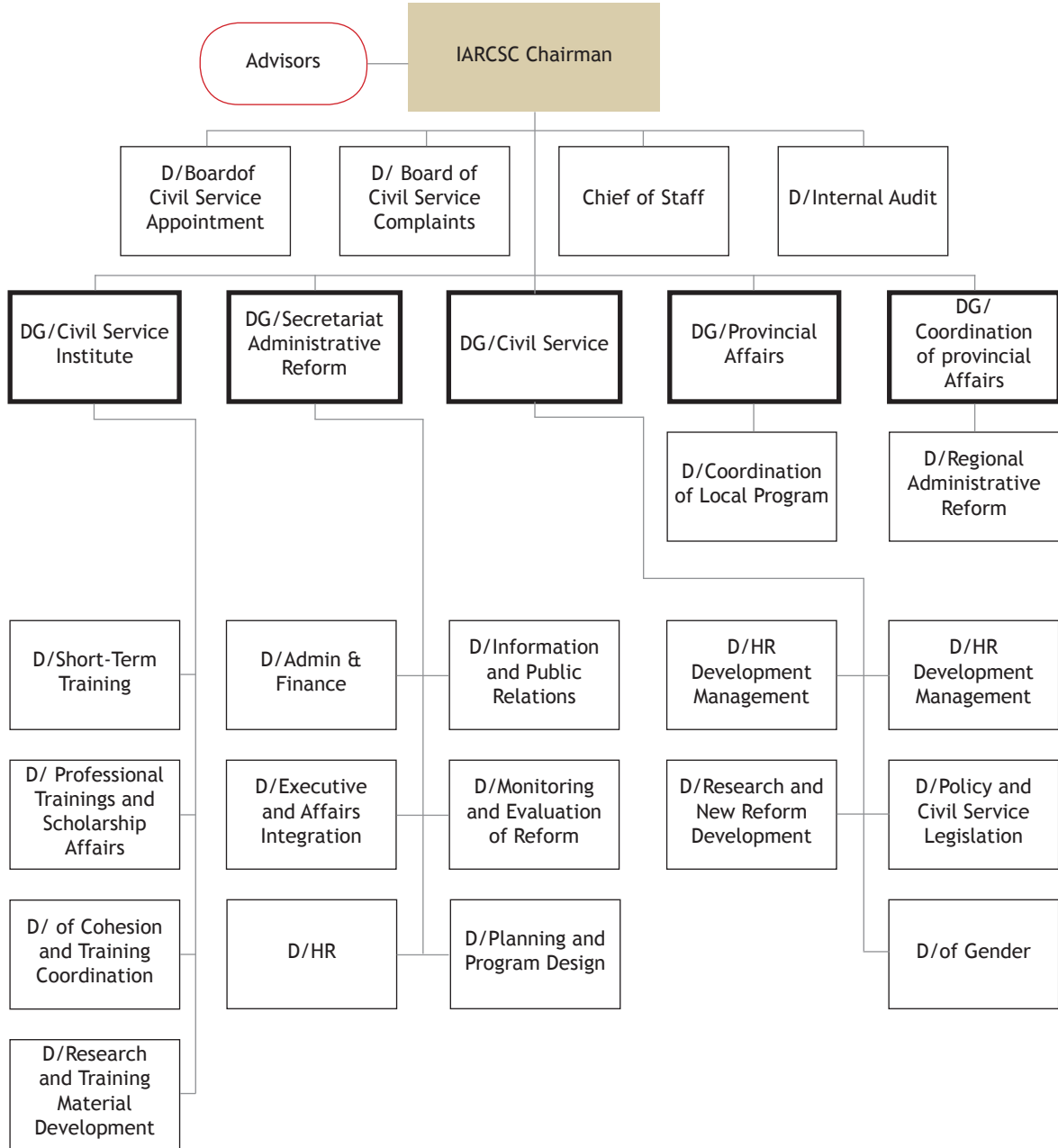
To provide leadership, strategic direction and expertise in the management of the civil service and to support the development of a strong, effective and efficient system of public administration.

Functions

The Civil Service performs all the executive and administrative activities of the government based on provisions in law. The Civil Service includes the following activities:

- Manages, regulates and delivers government services.
- Develops policies, and provides and offers professional advice.
- Develops, prepares and implement laws, decrees and relevant regulations.

Organogram of IARCSC (simplified)



7.3.6 Ministry of Finance

Vision

A stable, financially secure and financially self-sufficient Afghanistan with a fiscally disciplined government and a Ministry that is accountable and responsive to the needs of its clients.

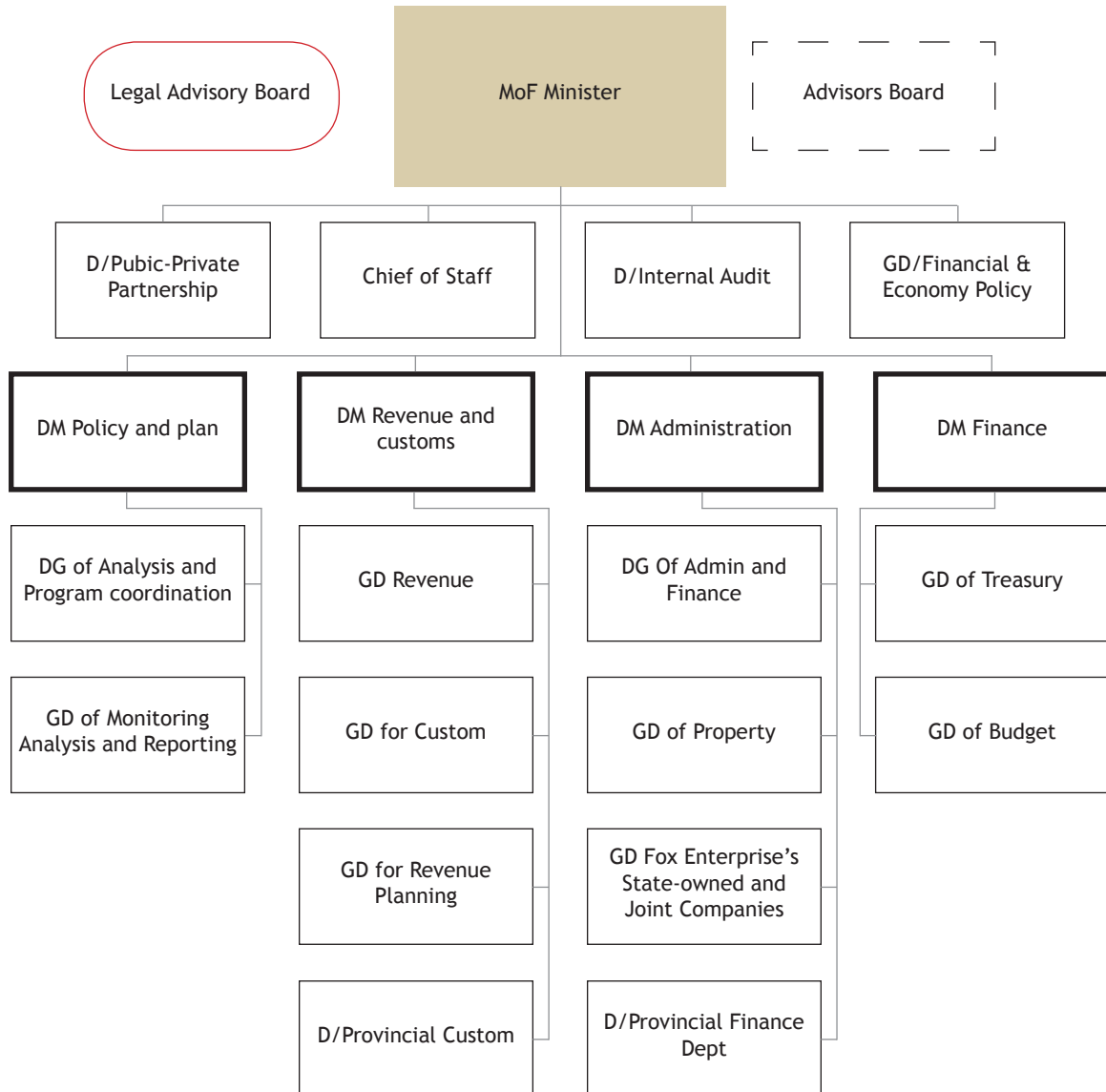
Mission

To be an agent of change and the voice of expertise in the fiscal matters of the country and to ensure that international standards are met for procurement and financial management. As a central player in financial reform, the Ministry of Finance is working with the Central Bank of Afghanistan to ensure that the country's economic infrastructure is working properly. The MoF has the additional responsibility of realigning various functions to better support national development priorities.

Functions

- Prepare, implement and control the state budget
- Organise government finances
- Protect government assets, property and documents
- Plan tax policy
- Adjust spending and payment
- Adjust and collect revenue
- Secure and regulate valuable documents
- Oversee state-owned account and state-owned and joined companies
- Encourage trade and investment
- Set and organise custom of the country
- Organise and protect governmental property
- Develop and regulate insurance
- Regulate international assistance to Afghanistan
- Adjust national development strategy and national program for Afghanistan

Organogram of the MoF (simplified)



7.4 Functions and structures of selected Institutions (quantitative analysis)

7.4.1 Ministry of Education

Vision

To develop human capital based on Islamic principles and respect for human rights by providing equitable access to quality education for all to enable them to actively and to participate in sustainable development, economic growth, stability and security of Afghanistan.

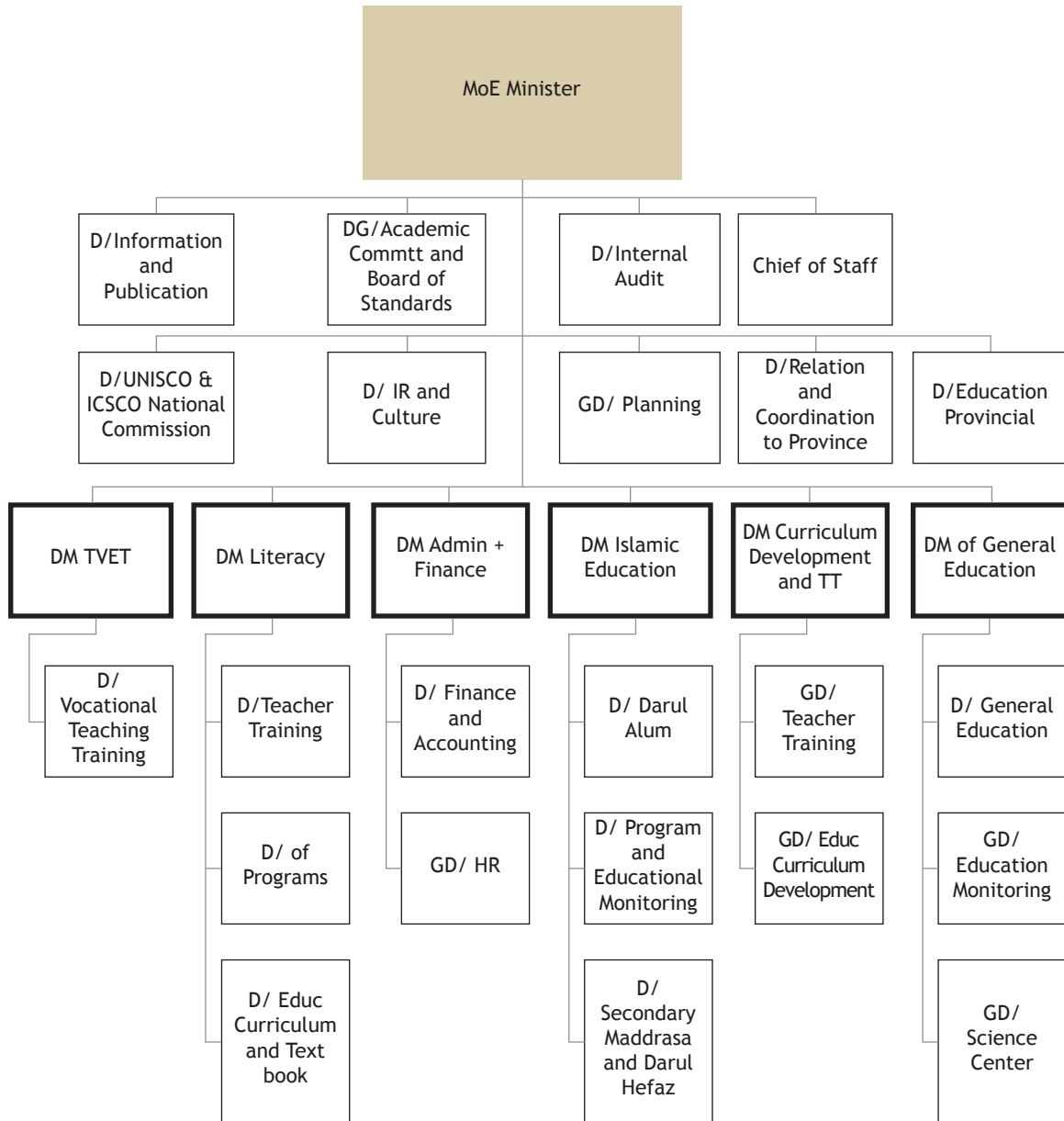
Mission

To develop human capital based on Islamic principles and respect for human rights by providing equitable access to quality education for all to enable them to actively

Responsibilities / Functions

- Introducing and preparing educational and training policies and extending training and education in the country in accordance with the provisions of law.
- Providing obligatory secondary education (Basic). Providing the basis for secondary education.
- Providing the basis for Islamic, vocational, and technical education and training.
- Providing the basis for teaching in native language of people in the areas where that language is spoken by majority of the residents.
- Drafting, compiling and implementing a unique educational curriculum based on the provisions of holy religion of Islam, national culture and scientific principles.
- Introducing and implementing effective programs for erasing illiteracy in the country.
- Providing education bases for women, nomads and all people of the society.
- Training teachers and capacity building of cadres for improvement of education.
- Giving permits for establishing private schools for national and foreign citizens in accordance with the provisions of law.
- Publicising, explaining and analysing educational programs through mass media.
- Printing and publishing books and other publication requirements.

Organogram of the MoE (simplified)



Staff List MoE

The staff of MoE is assigned to the main organisational areas as follows:

Units	Admin Staff	Clerk+ Service	Teachers	Total
Minister direct subordinate offices	470	100	-	570
Deputy for Admin and finance	1.116	587	-	1,703
Deputy for General Education	650	97	-	747
Deputy for Islamic Education	142	19	-	161
Deputy for Vocational and Technical	334	185	-	519
Deputy for Literacy	141	53	-	194
Deputy for curriculum	676	113	-	789
Total Ministry central	3.529	1.154	-	4.683
Subordinate central units	n/a	n/a	n/a	n/a
Kabul city School administration	1.305	3.415	27.796	32.516
Provinces School Administration	7.109	27.717	159.413	194.239
Total Subordinate Units	8.414	31.132	187.209	226.755
Total Education	11.943	32.286	187.209	231.438

Some Comments

MoE has over 4,600 staff in the central apparatus one of the largest ministerial units. Central functions, school administrative and education services were comparably well distinguished. MoE has been quite active in outsourcing non-core functions, for example, school construction (transferred to Ministry of Urban Development [MoUD] and MRRD), textbook printing (private), health issues (MoPH) and the operation of the EMIS database. Now the main responsibility for the MoE is legislation, developing policy, maintenance and capacity building in in-service delivery.

MoE has elaborate management systems. An organogram of the overall ministry and subordinate units is done using a spreadsheet template. Leading staff terms of reference are described in detail. Analysis of the lowest-level structures reveal that units have substantial simple support staff (for example, cleaners). From an administrative viewpoint, all such staff should be concentrated in a facility management unit.

7.4.2 Ministry of Public Health

Vision

The vision of the Ministry of Health of the Islamic Republic of Afghanistan is that it will star as a state institution for its good governance and program and staff management. The gold medal performance will especially result in much improved access to quality, equitable and sustainable health services for all, significant reductions in neonatal and maternal mortality, the prevention of ill health and protection against financial shocks. Also, The Ministry of Public Health of the Islamic Republic of Afghanistan has stated its vision in a few but comprehensive words: Health for All Afghans.

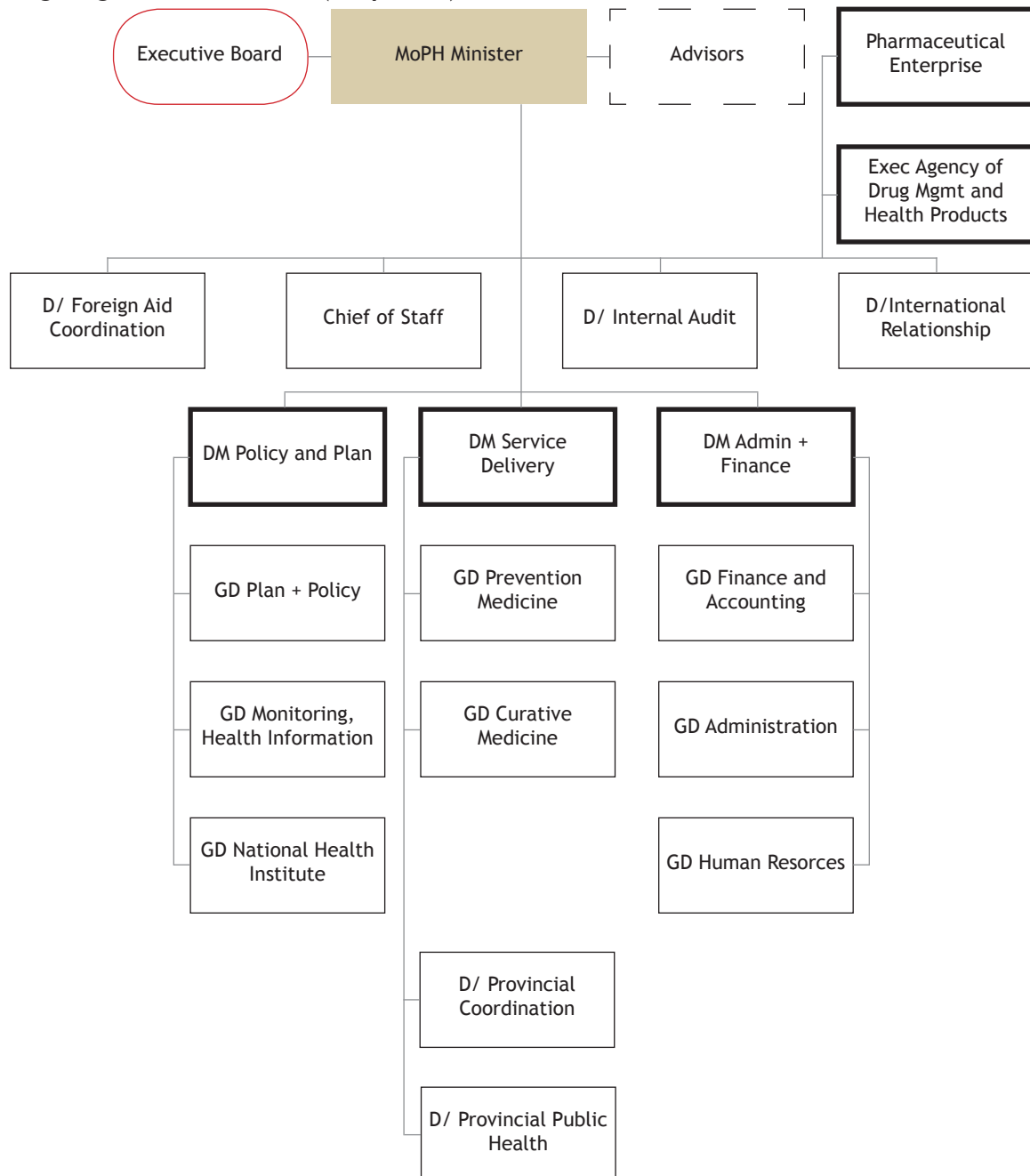
Mission

To improve the health and nutritional status of the people of Afghanistan in an equitable and sustainable manner through quality health care services provision, advocating for the development of healthy environments and living conditions and the promotion of healthy lifestyles.

Responsibilities and Functions

- Introducing and implementing balanced health policy and supervising its implementation.
- Providing prevention and treatment equipment and extending free health facilities through establishing hospitals and health centers for the citizens of the country in accordance with the provisions of law.
- Encouraging and supporting the establishment and expanding of medical services and private health centers.
- Providing health services for the poor, disables, remnant members of martyrs and missing people's families in accordance with the provisions of law.
- Taking necessary measures for the purpose of eradicating all diseases and preventing prevalence of contagious diseases.
- Controlling the production, importing, quality and distribution of medicine and foodstuff.

Organogram of the MoPH (simplified)



Staff List MoPH

Unit	Staff
Staff in units directly reporting to minister	399
DM for admin and finance	838
DM minister for Health Services	613
DM minister for Policy and Planning	295
Total ministry core units staff	2.145
Central service units (Blood bank, Emergency, forensic etc.), Counted ministry units	574
Staff of state hospitals in kabul ,counted as ministry units	4.712
Kabul provincial health deptind . 105 doctors	1.022
Provincial Health depts ex Kabul incl. 2610 doctors	5.929
Total provincial and service units	12.237
Overall ministry jurisdiction	14.382
Informative: Total doctors appointed NGOs (in Districts)	2.449

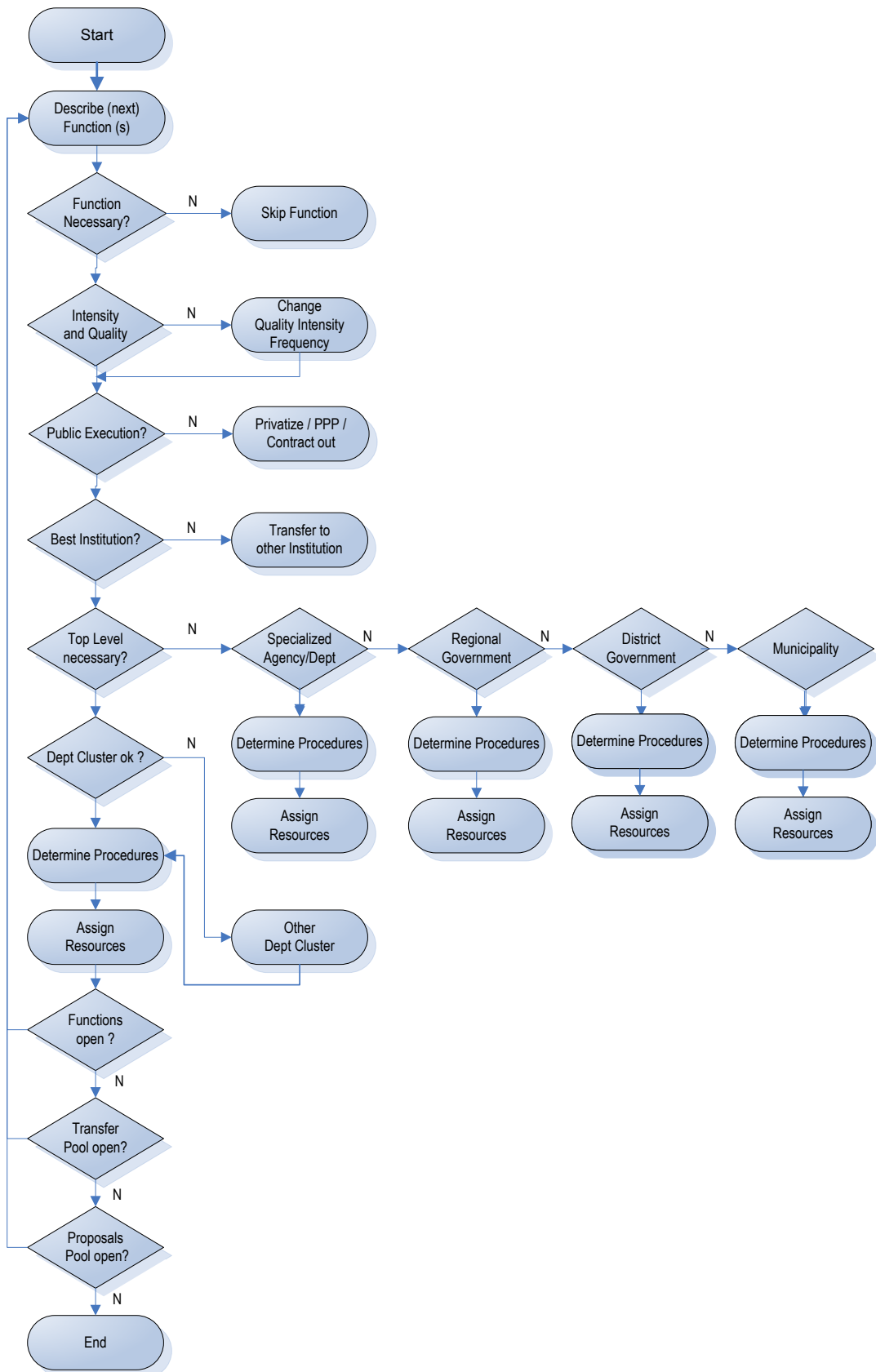
Some Comments

MoPH is one of the largest ministries of the Government of Afghanistan, with a broad provincial substructure. Its organogram (graphic-based) shows several small units directly subordinate to the minister. Also it shows many ministerial units that are *de facto* service providers, including about 18 Kabul hospitals, Kabul Ambulance, Laboratory, Radiology, Emergency Clinic, and blood bank, and central subordinate units like National Bureau on Regulation of Pharmaceutical products, Prof Ghanzafar Institute of Health, Directorate on Forensics and Kabul Health directorate. On a provincial level, health directorates exist, while concrete services are usually provided by NGOs or private suppliers.

7.5 Forms set for Functional Analysis (data collection)

The following Forms have been developed by KPI Cologne. They are in use for projects in the areas of FA and organisational development.

7.6 Functional Analysis Decision Model



The FA decision model describes the process to decide on functions and their assignment within clusters. It can be used after the functions are identified and their properties determined. Typically, the following groups of steps are taken: (1) decision on the necessity of the function, quality, need for public execution and determination of the best institution; (2) decision on the level of execution; and (3) decision on related procedures and the resources to assign. This is done for all functions within the cluster of an existing unit. The next step is the analysis of potential transfers from another institution to the analysed institution (Pool of transfer proposals). If the transfer proposals have also been analysed, the pool of proposals for new functions has to be checked in the same way. If there is no proposal anymore left, the process ends.

Usually the decision model, which looks very formalistic, is implemented in a simplified way. It gives, however, a conceptual approach for the optimisation of the full range of functions within a bigger unit.

7.7 Table of Contents for Organisational Manual and Ministry Website

The organisational manual might include the following elements:

1. Mandate, mission and vision of the institution. Mandate should not be longer than a half-page, Mission and vision 1-3 sentences in a non-administrative writing and motivation for the institution staff.
2. Overview on the legal basis of the institution and references to key normative acts. This in particular would include a regulation of the ministry/Institution, if any.
3. Organogram. There should be both abbreviated and more detailed versions.
4. Staffing patterns. Show the planned staff structures on all levels of the organisation. This includes staff in the respective provincial departments.
5. Mandates, responsibilities and functions of the units, including references to subordinate central and sub-national units.
6. Post descriptions, reflecting the functions of an unit as well as the competencies, qualification and experience the post holder should have at the time of recruitment. This might not be part of the public version of the organisational manual.
7. Coordinates of the staff members (might be omitted to security considerations). Information on the Minister / Deputy minister level should be available, plus contact persons for media inquiries, international institutions and for citizens who want to file a complaint or recommendation. Also a contact person for fraud and corruption allegations should be nominated. Coordinates should also include street and postal address, central address for internet inquiries, telefax and telephone switchboard. Parts 1-5 and parts of 7 should be published in a standardised form, in Dari and English, on the institution's webpage and the webpage of AoP and/or IARCSC. The information should be updated regularly, at least every 6 months.

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June 2017	Land Governance Assessment Framework (LGAF) Afghanistan	AREU			Governance	Report
January 2017	Livelihood trajectories in Afghanistan: evidence from three villages in Herat Province	Danielle Huot, Adam Pain and Ihsanullah Ghafoori			Social Protection	Working Paper
January 2017	Livelihood trajectories in Afghanistan: life in the times of 'late development'	Giulia Minoia and Adam Pain			Social Protection	Working Paper
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August 2016	Gender-Responsive Budgeting in Afghanistan: A Work in Progress	Nicole Birtsh and Sulieman Hedayat	✓	✓	Civil Services Reform and Governance	Issues Paper
August 2016	Civil Services Reform in Afghanistan: Roles and Functions of the Civil Service Sector	Sayed Hashmatullah Hashimi and Gerhard Lauth	✓	✓	Civil Service Reform and Governance	Issues Paper
July 2016	Using village context analysis in Afghanistan: methods and wider implications. Working paper 46, July 2016	Adam Pain			Sustainable Livelihoods	Working Paper

July 2016	Seeing like the networked state: Subnational governance in Afghanistan	Ashley Jackson			Governance	Briefing Paper
July 2016	The Role of Civil Society in Promoting Good Governance in Afghanistan	Orzala Ashraf Nemat and Karin Werner	✓	✓	Civil Society and Governance	Issues Paper
July 2016	Subnational Governance in Afghanistan	Aarya Nijat, Kristof Gosztonyi, Basir Feda and Jan Koehler	✓	✓	Subnational Governance	Issues Paper
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June 2016	The rules of the game: towards a theory of networks of access. Briefing paper 19, June 2016	Ashley Jackson & Giulia Minoia			Sustainable Livelihoods	Briefing Paper
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