ISLAMIC REPUBLIC OF AFGHANISTAN

Public Administration Country Profile

Division for Public Administration and Development Management (DPADM)
Department of Economic and Social Affairs (DESA)
United Nations

January 2006

All papers, statistics and materials contained in the Country Profiles express entirely the opinion of the mentioned authors. They should not, unless otherwise mentioned, be attributed to the Secretariat of the United Nations.

The designations employed and the presentation of material on maps in the Country Profiles do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.
Table of Contents

Country ........................................................................................................ 2
1. General Information ................................................................................... 4
   1.1 People .............................................................................................. 4
   1.2 Economy .......................................................................................... 4
   1.3 Public Spending .................................................................................. 5
   1.4 Public Sector Employment and Wages ....................................................... 5
2. Legal Structure .......................................................................................... 6
   2.1 Legislative Branch .................................................................................. 6
   2.2 Executive Branch ................................................................................... 6
   2.3 Judiciary Branch .................................................................................... 7
   2.4 Local Government .................................................................................. 8
3. The State and Civil Society .......................................................................... 9
   3.1 Ombudsperson ...................................................................................... 9
   3.2 Civil Society .......................................................................................... 9
4. Civil Service .............................................................................................10
   4.1 Legal basis ...........................................................................................10
   4.2 Recruitment .........................................................................................10
   4.3 Promotion ............................................................................................11
   4.4 Remuneration .......................................................................................11
   4.5 Training ................................................................................................11
   4.6 Gender ................................................................................................11
   4.7 State-building .......................................................................................12
5. Ethics and Civil Service ..............................................................................14
   5.1 Corruption ...........................................................................................14
   5.2 Ethics ..................................................................................................14
6. e-Government ..........................................................................................15
   6.1 e-Government Readiness .......................................................................15
   6.2 e-Participation .....................................................................................16
7. Links .......................................................................................................17
   7.1 National sites .......................................................................................17
   7.2 Miscellaneous sites ...............................................................................17

All papers, statistics and materials contained in the Country Profiles express entirely the opinion of the mentioned authors. They should not, unless otherwise mentioned, be attributed to the Secretariat of the United Nations.

The designations employed and the presentation of material on maps in the Country Profiles do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.
Afghanistan's has suffered from many years of civil war, which started with the involvement of the Soviet Union in 1979. Ten years later, the Soviet Union withdrew from Afghanistan. The Communist regime in Kabul collapsed in 1992 and was subsequently followed by fighting among the various mujahidin factions. This eventually helped to spawn the Taliban, a hardline movement that fought to end the warlordism and civil war that gripped the country. The Taliban seized Kabul in 1996 and were able to capture most of the country outside of Northern Alliance strongholds primarily in the northeast.

Following the 11 September 2001 terrorist attacks, a US, Allied, and Northern Alliance military action toppled the Taliban for sheltering Osama BIN LADIN. In late 2001, a conference in Bonn, Germany, established a process for political reconstruction that ultimately resulted in the adoption of a new constitution and presidential election in 2004. On 9 October 2004, Hamid KARZAI became the first
democratically elected president of Afghanistan. Elections for seats in the new government's legislative body, the National Assembly, were held in September 2005.

Source: The World Factbook - Afghanistan

At the time of writing, the government of Afghanistan is still very much in transition – from the structures that remained or were resurrected after the fall of the Taliban, to the nature and functions of government as set out in the 2004 Constitution. Many other changes are planned or in process – including wide-ranging administrative reforms of many government departments through the Public Administrative Reform (PAR) process, and the establishment of new government agencies. Though many of the institutions discussed in this section are still officially in place, and many reforms will take a significant length of time to filter through the system, there will be considerable changes over the next year.

## 1. General Information

### 1.1 People

<table>
<thead>
<tr>
<th>Population</th>
<th>Afghanistan</th>
<th>Pakistan</th>
<th>Iran</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total estimated population (,000), 2003</td>
<td>23,897</td>
<td>153,578</td>
<td>68,920</td>
</tr>
<tr>
<td>Female estimated population (,000), 2003</td>
<td>11,569</td>
<td>74,950</td>
<td>33,995</td>
</tr>
<tr>
<td>Male estimated population (,000), 2003</td>
<td>12,328</td>
<td>78,628</td>
<td>34,925</td>
</tr>
<tr>
<td>Sex ratio (males per 100 females), 2003</td>
<td>107</td>
<td>105</td>
<td>103</td>
</tr>
<tr>
<td>Average annual rate of change of pop. (%), 2000-2005</td>
<td>3.88</td>
<td>2.44</td>
<td>1.24</td>
</tr>
</tbody>
</table>

### Youth and Elderly Population

<table>
<thead>
<tr>
<th>Population under age 15 (%)</th>
<th>Afghanistan</th>
<th>Pakistan</th>
<th>Iran</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female population aged 60+ (%)</td>
<td>5</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Male population aged 60+ (%)</td>
<td>4</td>
<td>6</td>
<td>6</td>
</tr>
</tbody>
</table>

### Human Settlements

<table>
<thead>
<tr>
<th>Urban population (%)</th>
<th>Afghanistan</th>
<th>Pakistan</th>
<th>Iran</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>22</td>
<td>33</td>
<td>65</td>
</tr>
<tr>
<td>Rural</td>
<td>78</td>
<td>67</td>
<td>35</td>
</tr>
</tbody>
</table>

### Education

<table>
<thead>
<tr>
<th>Total school life expectancy, 1996</th>
<th>Afghanistan</th>
<th>Pakistan</th>
<th>Iran</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female</td>
<td></td>
<td>10.5</td>
<td>2</td>
</tr>
<tr>
<td>Male</td>
<td></td>
<td>12</td>
<td>2</td>
</tr>
<tr>
<td>Estimated adult (15+) illiteracy rate (%)</td>
<td>Afghanistan</td>
<td>Pakistan</td>
<td>Iran</td>
</tr>
<tr>
<td>Female</td>
<td>72.1</td>
<td>11.3</td>
<td>1</td>
</tr>
<tr>
<td>Male</td>
<td>42.6</td>
<td>10.5</td>
<td>1</td>
</tr>
</tbody>
</table>

### Employment

<table>
<thead>
<tr>
<th>Unemployment rate (15+), 2001</th>
<th>Afghanistan</th>
<th>Pakistan</th>
<th>Iran</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female adult (+15) economic activity rate (%)</td>
<td>16</td>
<td>11</td>
<td>1</td>
</tr>
<tr>
<td>Male adult (+15) economic activity rate (%)</td>
<td>83</td>
<td>75</td>
<td>2</td>
</tr>
</tbody>
</table>

### Notes:

- 1 1996, 2 Persons age 10 and over, July of preceding year to June of current year; 3 Excluding armed forces; 4 1996

## 1.2 Economy

<table>
<thead>
<tr>
<th>GDP</th>
<th>Afghanistan</th>
<th>Pakistan</th>
<th>Iran</th>
</tr>
</thead>
<tbody>
<tr>
<td>GDP total (millions US$), 2002</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>GDP per capita (US$), 2002</td>
<td></td>
<td>60,521</td>
<td>107,522</td>
</tr>
<tr>
<td>PPP GDP total (millions int. US$), 2002</td>
<td></td>
<td>291,806</td>
<td>415,442</td>
</tr>
<tr>
<td>PPP GDP per capita(int. US$), 2002</td>
<td></td>
<td>2,014</td>
<td>6,339</td>
</tr>
</tbody>
</table>

### Sectors

<table>
<thead>
<tr>
<th>Value added in agriculture (% of GDP), 2004</th>
<th>Afghanistan</th>
<th>Pakistan</th>
<th>Iran</th>
</tr>
</thead>
<tbody>
<tr>
<td>Value added in industry (% of GDP), 2004</td>
<td>24.4</td>
<td>24.9</td>
<td>41.0</td>
</tr>
<tr>
<td>Value added in services (% of GDP), 2004</td>
<td>38.3</td>
<td>52.7</td>
<td>48.1</td>
</tr>
</tbody>
</table>

### Miscellaneous

<table>
<thead>
<tr>
<th>GDP implicit price deflator (annual % growth), 2004</th>
<th>Afghanistan</th>
<th>Pakistan</th>
<th>Iran</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private consumption (% of GDP), 2004</td>
<td>97.0</td>
<td>73.3</td>
<td>48.9</td>
</tr>
<tr>
<td>Government consumption (% of GDP), 2004</td>
<td>9.1</td>
<td>8.4</td>
<td>13.6</td>
</tr>
</tbody>
</table>

### Notes:

- 1 United Nations Statistics Division: Statistics Division and Population Division of the UN Secretariat; b Statistics Division and Population Division of the UN Secretariat; c Population Division of the UN Secretariat; d UNESCO; d ILO; d ILO/OECD
- 2 World Bank - Data and Statistics: Quick Reference Tables; b Data Profile Tables; c Country at a Glance
### 1.3 Public Spending

<table>
<thead>
<tr>
<th>Public expenditures</th>
<th>Afghanistan</th>
<th>Pakistan</th>
<th>Iran</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education (% of GNP), 1985-1987</td>
<td>..</td>
<td>3.1</td>
<td>3.7</td>
</tr>
<tr>
<td>Education (% of GNP), 1995-1997</td>
<td>..</td>
<td>2.7</td>
<td>4</td>
</tr>
<tr>
<td>Health (% of GDP), 1990</td>
<td>..</td>
<td>1.1</td>
<td>1.5</td>
</tr>
<tr>
<td>Health (% of GDP), 1998</td>
<td>..</td>
<td>0.7</td>
<td>1.7</td>
</tr>
<tr>
<td>Military (% of GDP), 1990</td>
<td>..</td>
<td>5.8</td>
<td>2.7</td>
</tr>
<tr>
<td>Military (% of GDP), 2000</td>
<td>..</td>
<td>4.5</td>
<td>3.8</td>
</tr>
<tr>
<td>Total debt service (% of GDP), 1990</td>
<td>..</td>
<td>4.8</td>
<td>0.5</td>
</tr>
<tr>
<td>Total debt service (% of GDP), 2000</td>
<td>..</td>
<td>4.6</td>
<td>3.3</td>
</tr>
</tbody>
</table>

Note: 1999

### 1.4 Public Sector Employment and Wages

#### Data from the latest year available

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Civilian Central Government*</td>
<td>(.000)</td>
<td>..</td>
<td>..</td>
<td>0.63</td>
<td>..</td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>0.63</td>
<td>..</td>
</tr>
<tr>
<td>Sub-national Government*</td>
<td>(.000)</td>
<td>..</td>
<td>38</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>0.76</td>
<td>0.4</td>
</tr>
<tr>
<td>Education employees</td>
<td>(.000)</td>
<td>..</td>
<td>..</td>
<td>0.2</td>
<td>..</td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>0.16</td>
<td>0.5</td>
</tr>
<tr>
<td>Health employees</td>
<td>(.000)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>0.16</td>
<td>0.5</td>
</tr>
<tr>
<td>Police</td>
<td>(.000)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>0.26</td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>0.53</td>
</tr>
<tr>
<td>Armed forces</td>
<td>(.000)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>SOE Employees</td>
<td>(.000)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>(% pop.)</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
</tr>
</tbody>
</table>

#### Total Public Employment

| (.000) | .. | .. | .. | .. | 2.3 |
| (% pop.) | .. | .. | .. | .. | 2.3 |

#### Wages

| Total Central gov't wage bill (% of GDP) | .. | .. | 9.4 | 2.1 | 5.4 |
| Total Central gov't wage bill (% of exp) | .. | .. | 24.4 | 16.2 | 24.7 |
| Average gov't wage (.000 LCU) | .. | .. | .. | .. | .. |
| Real ave. gov't wage ('97 price) (.000 LCU) | .. | .. | 2.9 | 4.2 | 4.4 |
| Average gov't wage to per capita GDP ratio | .. | .. | .. | .. | .. |

Source: World Bank - Public Sector Employment and Wages

---

3 UNDP - Human Development Report 2002

* Data refer to total public expenditure on education, including current and capital expenditures.

* As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

* Excluding education, health and police – if available (view Country Sources for further explanations).
2. Legal Structure

The 2004 Constitution declares Afghanistan to be a democratic Islamic state with a President, a National Assembly and various layers of local government. The Electoral Law of May 2004, revised in April 2005. The constitution provides for the organs of state, namely the executive, the legislature and the judiciary.


2.1 Legislative Branch

The bicameral National Assembly consists of the Wolesi Jirga or House of People (no more than 249 seats), directly elected for a five-year term, and the Meshrano Jirga or House of Elders (102 seats)

Women in parliament: 68 out of 249 (27.3%) in the lower house, no data on the upper house

The bicameral National Assembly consists of the Wolesi Jirga (House of People) and the Meshrano Jirga (House of Elders). The House of the People are elected through direct elected in provincial constituencies. The members of the lower house serve for five years and are elected in proportion to the population of each province. In addition, 10 seats are granted to the kuchi (nomad) population; three of these seats are reserved for women. To insure that 25 per cent of the members are women, the Constitution requires that two female delegates be elected from each of the 32 provinces of the country. The President appoints one third of the senators of which 50 per cent must be women. The House of People passes laws, approve budgets and ratify treaties - all of which will require subsequent approval by the Meshrano Jirga. Canditates must be at least 25 years old at the date of candidacy.

The house of elders is elected by provincial and by district councils and by the President. One third of elected are from provincial councils and serve a four-year term, one third elected from local district councils for a three-year term, and one third presidential appointees for a five-year term. Canditates must be at least 35 years old at the date of candidacy.

Under certain situations a Loya Jirga could be convened which consists of Grand Assembly. Decision at the Loya Jirga are made by consensus.


2.2 Executive Branch

Cabinet: 27 ministers; note - under the new constitution, ministers are appointed by the president and approved by the National Assembly

Elections: the president and two vice presidents are elected by direct vote for a five-year term; if no candidate receives 50% or more of the vote in the first round of voting, the two candidates with the most

Source: Inter-Parliamentary Union - Women in National Parliaments

Source of fact boxes if nothing else stated: The World Factbook - Afghanistan
The President of the Islamic State of Afghanistan is elected by direct, secret ballot for a five-year period and can serve a maximum of two terms. Candidates for the presidency name their two vice presidential candidates at the time of nominations.

The President is elected by absolute majority. If no candidate receives over 50% of the votes, a run-off election is held between the top two candidates. The president serves as head of state and government, and is commander-in-chief of the armed forces. The president makes appointments for his cabinet, as well as posts in the military, attorney general, director of the central bank, police force, provincial governerships and justices of the Supreme Court.

The executive branch is regulated by the administrative rules and procedures determined by the Independent Administration Reform and Civil Service Commission (IARCS), which apply to both national and sub-national levels of administration and civil service.

Fact box:
- chief of state: President of the Islamic Republic of Afghanistan Hamid KARZAI (since 7 December 2004); note - the president is both the chief of state and head of government; former King ZAHIR Shah holds the honorific, "Father of the Country," and presides symbolically over certain occasions, but lacks any governing authority; the honorific is not hereditary
- head of government: President of the Islamic Republic of Afghanistan Hamid KARZAI (since 7 December 2004); note - the president is both chief of state and head of government

2.3 Judiciary Branch

Supreme Court (chief justice is appointed by the president with the advice of the prime minister, other judges are appointed by the president with the advice of the chief justice)

The judicial branch consists of the Supreme Court (Steria Mahkama), Appeal Courts and Primary Courts. The Supreme Court is composed of nine members who are appointed by the President for a period of ten years with the approval of the Wolesi Jirga. The appointment of the members for a second term is not permissible. The President appoints one of its members as the Head of the Supreme Court. The members of the Supreme Court cannot be dismissed from their service until the end of their term.

The judges for the Appeal courts and Primary Courts are recommended by the Supreme Court as well as appointed by the President. The Courts of Appeal oversee the rulings and decisions of the Primary Courts and have the authority to correct, overturn, amend, confirm or repeal these rulings and decisions. They are also responsible for deciding on conflicts of judicial jurisdiction.

There are Primary Courts for five jurisdictional areas: Central Provincial Courts, Juvenile Courts, Commercial Courts, Family Issues Courts and District Courts. The Central Provincial Courts consist of five dewans – General Criminal, Civil, Public...
Rights, Public Security and Traffic Criminal. There should be at least one of each type of Primary Court in every province, and District Courts will be established at the district level. All criminal and civil cases should first be resolved in the appropriate Primary Court. If there is a complaint based on the procedures or rulings of the Primary Court, the case will then go to the Court of Appeal. Courts of Appeal may then refer cases to the Supreme Court. Sitting Judges are not allowed to hold political party membership.


2.4 Local Government

There are four types of subnational administration: 34 provinces (Wolayat), Approximately 364 districts (Uluswali) – with each province containing between five and 20 Districts; Provincial municipalities (Sharwali Wolayat) – with each province in principle containing one such municipality and 2 Rural municipalities (Sharwali Uluswali) – with each district containing at most one rural municipality, but some with none.

Although provinces and districts are legally recognized units of subnational administration, they are not intended to be autonomous in their policy decisions other than through some flexibility in implementing centrally determined programs. In addition to the formal provincial and district administrative structures, there is some history of the use of regions or zones in Afghanistan (Hawza). Zones have no legal standing as an administrative unit and, unlike provinces, districts and municipalities, are not mentioned in the 1964 constitution. However, they have been used at times for administrative convenience.

3. The State and Civil Society

3.1 Ombudsperson

Source: Institution - Title

3.2 Civil Society

Civil Society Organizations play a vital role in the reconstruction of Afghanistan, implementing infrastructure development projects and providing social services to communities throughout the country. In March 2005, the total number of projects being implemented by CSOs in Counterpart’s sample of 678 was an impressive 3,428.

Within each of these factors there are of course pitfalls, but there also are opportunities for creative programming in a dynamic and vibrant environment. The institutional capacity of most Civil Society Organizations is low, which has ramifications on fund-raising capabilities. Other specific needs are communication in all its different permutations from the ability to travel easily to electronic communication. In addition, women’s rights are one of the most difficult aspects of civil society development and women’s issues could be more integrated in the reconstruction efforts.

The legal enabling environment for civil society is still weak, with many areas of confusion and lack of clarity. This is compounded by the speed with which new organizations are being created by donors in the absence of a clear framework of typology.

Source: Counterpart – Afghanistan civil society assessment, funded by USAID (edited) (2005)
4. Civil Service

Overall responsibility for Public Administration Reform (PAR) rests with the Independent Administrative Reform and Civil Service Commission (IARCSC). IARCSC, established in June 2003 with responsibility for appointments and appeals, civil service management, and administrative reform. The IARCSC is pivotal to achieving significant improvements throughout the civil service, especially in human resources management, and specifically in embedding the principle and practice of merit-based recruitment and promotion. The Ministerial Advisory Committee (MAC) on Public Administration Reform supports the Chair of the IARCSC. Its role is to provide advice on reform proposals and on dealing with problems and issues that may hamper progress. Members of the MAC include all the core central Ministries and, on a rotating basis, line ministries at the forefront of reform.

The priorities for Public Administration Reform (PAR) are: (i) the development of an efficient and productive civil service; (ii) restructuring, smaller, competent and efficient government sector with strengthened policy making capacity; and (iii) ministries that are focused on delivering the core functions of government. Within the broader state-building vision, the consolidation of professional representative, affordable and accountable security sector institutions is also crucial.

4.1 Legal basis

The Bonn Agreement provided for the establishment of an independent Civil Service Commission. This was established by Decree No. 257, dated 1381/3/2 (May 23, 2002). Subsequently, the passage of Decree No. 25 and the regulations in the form of Decree No. 26 on 1382/3/20 (June 10, 2003) amended and extended the responsibilities of the Civil Service Commission into that of an Independent Administrative Reform and Civil Service Commission (IARCSC).

4.2 Recruitment

The Independent Appointments Board and the Independent Appeals Board, with five and three members, respectively, appointed by the president for periods of between one and three years, renewable at the discretion of the president for one additional period of three years. The Independent Appointments Board identifies and recommends to the president recruitment of civil servants at grade 2 and above (or equivalent in any new grading structure), and will review the procedures used for recruitment and promotion for civil servants below grade 2 carried out by ministries and government agencies. The Independent Appeals Board will review appeals by current civil servants and applicants for civil service employment.
4.3 Promotion

The Civil Service Commission will recruit and promote candidates for senior civil service posts on merit, and will develop and oversee the application of merit-based recruitment procedures for the remainder of the civil service. The Commission will also hear appeals and deal with grievances from civil servants.


Advancement through the grade (and pay) structure for many permanent positions is capped at a particular level (for instance, drivers cannot be promoted beyond grade 4); however, higher-skilled permanent employees can advance to the top of the scale ("over" grade). Permanent employees are not entitled to receive a professional bonus in addition to their salary.


4.4 Remuneration

The underlying pay scale, established by the 1970 (SY1349) Law on the “Status and Condition of Government Employees”, and amended by the 1977 (SY1356) Decree No. 143, offers a reasonably well-structured scale for base pay. However the real salary scale for public employees is low – meal allowances (given equally to all public employees) can account for over 90 percent of the monthly pay.

Every public employee has a grade – in Kabul, in the provinces, and at the district level. Two scales – one for permanent staff (karmand) and one for contract staff (agir) – apply equally throughout Afghanistan. Karmand are regular, permanent public employees, whereas agir are (officially) hired on fixed-term contracts. In practice, most agir employees remain in government for many years and follow a career path very similar to that of karmand staff. The two pay scales are almost identical. The same meal allowances apply to both.

Pay policy is set centrally for all public employees in Afghanistan. The pay system emphasises rank-in-person arrangements (employees are promoted even if they remain in the same position) rather than the more common rank-in-post arrangements (where promotion generally comes with a new job). Thus, through years of service and regular promotions (once every three years), staff in lower positions of authority can occupy a higher grade (and earn a higher salary) than their managers. Different occupational groups have ceilings above which they cannot be promoted.


4.5 Training

Source: Institution - Title

4.6 Gender

Under the Taliban regime women were banned from the civil service. This had a particular impact in the health and education sectors. At the time of writing, many women have returned to their former jobs in the civil service. In addition, training
and employment of female teachers and employment of women as health workers are seen as important opportunities to extend female service to women.


4.7 State-building

More than 20 years of conflict in Afghanistan resulted in the collapse of the national state as a legitimate political entity with monopoly over the legitimate use of force. Thus, the statebuilding agenda, including political normalization, improvements in security, administrative capacity-building are paramount for Afghanistan’s reconstruction.

The administrative structures of the state have survived with limited capacity after many years of civil strife, providing a possible entry-point for state building, which would complement and facilitate the fundamental political and security agenda. Afghanistan’s administrative arrangements are highly centralized yet provide a coherent management and accountability framework for government. The administrative practices are basically sound and understood—even if not always adhered to. Nevertheless, the government administration is far from effective, and suffers from a number of systemic problems, including: (i) Fragmented administrative structures, with many overlapping and unnecessary functions; (ii) Lack of skilled professionals with management and administrative experience, and the Taliban’s dismissal of women staff resulted in a very serious gender imbalance; (iii) Pay and grading structures are unable to attract, retain, and motivate skilled civil servants; (iv) Merit-based recruitment procedures are absent, resulting in patronage appointments; (v) Mechanisms for performance management are inadequate; and (vi) Administrative systems are slow and cumbersome, with virtually no delegation of authority to lower ranks or to provincial departments.

While progress has been made in several areas, it will take time for meaningful capacity improvements to reach broadly across the civil service and down to the rank and file. Success will depend to a large degree on the ability of the central government to regain control over national policies and implementation across the entire country. This is made more difficult by the financial and military strength of the regional and local factional commanders, and by the massive amounts of donor aid that dwarf the Government’s own budget, largely provided through off-budget mechanisms.

Overview of the Central Government of Afghanistan

The central government of Afghanistan
July 2005

Office of the Attorney General
Chief Justice

Independent Agencies and Departments:
- National Security Council
- Red Crescent Society
- Anti Corruption Body
- Science Academy

Independent Commissions:
- Independent Administrative Reform and Civil Service Commission
- Afghan Independent Human Rights Commission
- Judicial Reform Commission
- Disarmament and Reintegration Commission
- National Reconciliation and Repeal and Stability Commission

Office of Administrative Affairs
First Vice President

Ministries:
- Agriculture and Food
- Economy
- Energy and Water
- Mines and Industries
- Public Works
- Urban Development and Housing
- Communications

Presidential Advisers

Second Vice President

Ministries:
- Border, Tribal and Ethnic Affairs
- Commerce
- Counter Narcotics
- Defence
- Finance
- Foreign Affairs
- Hajj and Islamic Affairs
- Information, Culture and Tourism
- Interior
- Justice

Other Government Bodies:
- National Olympic Committee
- National Directorate of Security
- Da Afghanistan Bank

Source: Office of Administrative Affairs, Office of the President
5. Ethics and Civil Service

5.1 Corruption

2005 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

<table>
<thead>
<tr>
<th>Rank</th>
<th>Country</th>
<th>2003 CPI Score</th>
<th>Surveys Used</th>
<th>Standard Deviation</th>
<th>High-Low Range</th>
<th>Number Inst.</th>
<th>90 percent confidence range</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Highly clean</td>
<td>9.7</td>
<td>8</td>
<td>0.3</td>
<td>9.2 - 10.0</td>
<td>4</td>
<td>9.5 - 9.9</td>
</tr>
<tr>
<td>117</td>
<td>Afghanistan</td>
<td>2.5</td>
<td>3</td>
<td>..</td>
<td>1.6 - 3.2</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>133</td>
<td>Highly corrupt</td>
<td>1.3</td>
<td>8</td>
<td>0.7</td>
<td>0.3 - 2.2</td>
<td>6</td>
<td>0.9 - 1.7</td>
</tr>
</tbody>
</table>

Source: Transparency International - Corruption Perceptions Index 2003

Notes: 1 value of 2005

Surveys Used: Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

Standard Deviation: Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

High-Low Range: Provides the highest and lowest values of the sources.

Number Institutions: Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

90 percent confidence range: Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

Corruption is strongly inter-linked to opium production in Afghanistan. Opium production provides revenues for local and factional leaders to finance their independent activities. The total potential opium production in Afghanistan in 2005 is estimated at around 4,100 tons, representing a decrease of only 2% compared to the 2004 harvest (4,200 tons). This was due to climate conditions as and the absence of large-scale poppy diseases as well as the eradication campaigns run by the special purpose Central Poppy Eradication Force (CPEF) and the Afghan National Police (ANP).

However, crop decline has been uneven, as some provinces actually increased cultivation in 2005 (Kandahar, +162%, but especially some of the smaller provinces like Nimroz, 1370%, Balkh, 334% and Farah, 348%). Whether this year's decline will persist, or even accelerate over the years, will depend on the ability to address the corollaries to illicit drugs (corruption, etc), and to sustain development assistance.

5.2 Ethics

Source: UNODC- The Opium situation in Afghanistan (2005) – (edited)

Source: Institution - Title
e-Government Readiness Index:
The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.
The index is comprised of three sub-indexes: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

Web Measure Index:
A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

Telecommunications Infrastructure Index:
A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.
Primary indicators are: PC's, Internet users, online population and Mobile phones. Secondary indicators are TVs and telephone lines.

Human Capital Index:
A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.

e-Participation Index:
Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.

e-information:
The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.

e-decision making:
The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

e-consultation:
The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.
7. Links

### 7.1 National sites

<table>
<thead>
<tr>
<th>Authority</th>
<th>Topic</th>
<th>Topic</th>
</tr>
</thead>
<tbody>
<tr>
<td>Islamic Republic of Afghanistan website</td>
<td><a href="http://www.af/">http://www.af/</a></td>
<td></td>
</tr>
<tr>
<td>Afghanistan Development Forum (ADF)</td>
<td><a href="http://www.adf.gov.af">http://www.adf.gov.af</a></td>
<td></td>
</tr>
<tr>
<td>Afghan Constitution</td>
<td><a href="http://www.constitution-afg.com">http://www.constitution-afg.com</a></td>
<td></td>
</tr>
<tr>
<td>Ministry of Foreign Affairs</td>
<td><a href="http://www.afghanistan-mfa.net">www.afghanistan-mfa.net</a></td>
<td></td>
</tr>
<tr>
<td>Ministry of Finance</td>
<td><a href="http://www.mof.gov.af">www.mof.gov.af</a></td>
<td></td>
</tr>
<tr>
<td>Ministry of Communication</td>
<td><a href="http://www.moc.gov.af">www.moc.gov.af</a></td>
<td></td>
</tr>
<tr>
<td>Government Procurement Unit</td>
<td><a href="http://www.af/aaca/procurement">www.af/aaca/procurement</a></td>
<td></td>
</tr>
<tr>
<td>Afghan New Begin Programme, DRR information</td>
<td><a href="http://www.unpanbp.org">www.unpanbp.org</a></td>
<td></td>
</tr>
<tr>
<td>The Afghanistan Research and Evaluation Unit (AREU)</td>
<td><a href="http://www.areu.org.af">www.areu.org.af</a></td>
<td></td>
</tr>
</tbody>
</table>

### 7.2 Miscellaneous sites

<table>
<thead>
<tr>
<th>Institution</th>
<th>Topic</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transparency International</td>
<td><a href="http://www.transparency.org/">http://www.transparency.org/</a></td>
</tr>
<tr>
<td>Asian Development Bank (ADB)</td>
<td><a href="http://www.adb.org/af">http://www.adb.org/af</a></td>
</tr>
</tbody>
</table>