ASSISTANCE FOR AFGHANISTAN'S ANTI-CORRUPTION AUTHORITY (4A) PROJECT

HUMAN RESOURCES ASSESSMENT OF THE HIGH OFFICE OF OVERSIGHT (HOO)

JUNE 7, 2011

This publication was produced for review by the United States Agency for International Development. It was prepared by Management Systems International.

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MANAGEMENT SYSTEMS INTERNATIONAL
A SUBSIDIARY OF COFFEY INTERNATIONAL, LTD

coffey international development

600 Water Street, SW, Washington, DC 20024, USA
Tel: +1.202.484.7170 | Fax: +1. 202.488.0754
www.msiworldwide.com

Under USAID Contract No. DFD-1-00-08-00072-00

Task Order No. DFD-I-06-08-00072-00

Acronyms

AG	Attorney General
ACSI	Afghanistan Civil Service Institute
DDG	Deputy Director General
DG	Director General
HOO	High Office of Oversight and Anti-Corruption
HRA	Human Resources Assessment
HRD	Human Resources Development
HRM	Human Resources Management
IARCSC	Independent Administrative Reform/Civil Service Commission
IG	Inspector General
JD	Job Descriptions
TOR	Terms of Reference
GIZ	German Organization for International Cooperation
M&E	Monitoring and Evaluation
JSSP	Justice Sector Support Program
HRMIS	Human Resources Management Information System
HRACC	Human Resources Assessment Coordinating Committee
MEC	Monitoring and Evaluation Committee
MOUs	Memoranda of Understanding
RIMU	Reform Implementation Management Unit
SIU	Sensitive Investigation Unit
Tashkeel	Afghan civil service staffing and payroll
TNA	Training Needs Assessment
UNODC	United Nations Office on Drugs and Crime
USAID	United States Agency for International Development
VCA	Vulnerability to Corruption Assessment

Acknowledgements

The Human Resources Assessment Team was directed by Dr. Mel Schnapper, who consulted previously on human resource issues with the Afghan Ministry of Finance (2003) and the IARCSC (2007). Members of the Team included Dr. Ajabgul Momand, who worked at the Ministry of MRRD and Ministry of Public Health, and Mr. Nasser Nazari, who worked at the CSC for seven years and with various other ministries. Ms. Myra Howze Shiplett also contributed significantly to this assessment.

The HRA team would like to thank Dr. Azizullah Lodin, Director General of the HOO, and all of his staff for their cooperation during this assessment

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EXECUTIVE SUMMARY

The High Office of Oversight (HOO), established in 2008, is at the forefront of the Afghan Government's (GIRoA) fight against corruption. Understanding the importance of their mission, the HOO leadership requested assistance from USAID to conduct a human resources assessment to help assure that the HOO has the proper structure, systems and resources needed to carry out its legal mandates successfully into the future.

The HOO Director General and his senior management team have established an anti-corruption structure and a new three year Strategic Plan to address the mandates and worked hard to develop the organization, implement administrative and functional systems and policies, and hire and train staff to carry out the HOO responsibilities. After two years of intensive growth and pressure, the HOO needs to reflect on its achievements and workload, and realign and restructure itself where necessary to strengthen its capacity. Therefore, the Director General authorized a Human Resource (HR) Assessment of the High Office. Between March and May 2011, the "Assistance for Afghanistan's Anti-Corruption Authority (4A)" Project coordinated with HOO management and staff to obtain relevant information and data to conduct the study.

The assessment revealed several important accomplishments and challenges facing the HOO in the human resources arena. Our analysis – often reflecting on international best practice – yielded many recommendations for reform and additional analysis. We have prioritized these recommendations to specify next steps that should be taken to strengthen the HOO's human resources capabilities.

HOO Accomplishments in the HR Field

- The HOO established an anti-corruption structure that addresses all of its legally mandated functions.
- The HOO developed and published a new three year Strategic Plan in December 2010 that identifies the HOO's strategic goals and action priorities.
- The HOO has been authorized 473 staff positions under the 1389 Tashkeel. At the time of this study, approximately 285 staff positions are filled by permanent and contract staff.
- The HOO has received significant support from the international donor community. Donors have provided funds for office space, equipment and furniture; vehicles; communications equipment, information technology, and IT networking; international and national advisors; and training and capacity building.
- The HOO has received priority attention from the GIRoA through the Ministry of Finance and the Civil Service Commission.

Challenges Confronting the HOO in the HR Field

- Many existing technical staff are not adequately trained to deal with the complexities of establishing and enforcing policies and procedures associated with the legal and policy mandates of HOO.
- Some of these staff are paid at low civil service scale wages, while some more experienced staff are paid higher salaries that are subsidized by the World Bank and other international donors. Some positions have been paid for by UNDP. However, in 1390, UNDP will not support Tashkeel positions; persons hired by UNDP will function as advisors.
- There are overlaps and redundancies among department functions and responsibilities.
- There are informal reports that HOO does not always receive the full cooperation and support it needs from other ministries and agencies of the Afghan government to accomplish its mandate.
- New functions and responsibilities added to the HOO's mandate in 2010 by the hukum and farman put further strain on the existing staff and organization structure.

Foremost on the list of issues requiring attention are:

- Ensure that the HOO's structure provides the most effective and efficient way to organize the HOO and ensure that there is strategic alignment between HOO legal mandates, the current strategic plan, and work to be done.
- Assess the current HOO human resources policies, practices, procedures and position structure to ensure that the HOO is able to attract and retain a well qualified staff committed to accomplishing the agency's strategic goals and objectives.

Recommendations and Priorities

The most important recommendations reflect foundational issues that must be addressed first because they provide the framework within which other actions can occur. These include:

- An accurate and effective organization structure needs to be designed that eliminates duplication of authorities, and allows key responsibilities and tasks to be accomplished. Clarification of the organization chart begins with a mapping of work processes in the various HOO departments, because this is the quickest and most reliable way to identify any duplications and overlaps that exist within the current organization structure.
- The revised organization structure should include a document which records the legal authorities and accompanying policy areas, as well as the authorities and accountabilities which belong to each segment of the organization structure.
- Accurate job descriptions are needed that properly document the work tasks each job is to accomplish, the responsibilities and authorities to be exercised by employees assigned to

those positions, and the performance expectations against which the employees will be judged.

- Use the revision of the organization structure and job descriptions as an opportunity to confirm the number of actual positions and hired employees working these positions. The results of such an assessment can be compared to the official records of the Ministry of Finance to identify any discrepancies between official records and the realities of who actually works in the HOO.

The organization chart, mapping of current processes, and job description revisions can be accomplished in a relatively compressed period of time given that both detailed organization charts and initial job descriptions already exist. Given the existing workload of the IARCSC which must participate in job description development, we recommend that the initial redrafting of job descriptions be accomplished by the 4A project staff in cooperation with the HOO HR Department and IARCSC advisors. Once these drafts are prepared, the HOO has the tools needed to address the other issues and recommendations of the report.

Successful completion of these foundational activities will require both the support and leadership of the Director General and other key leaders of the organization, including provision of the human and financial resources needed to the team assigned to do the work.

The next set of priorities include the following:

- Identify "mission critical" occupations.

- Develop and conduct a labor availability survey. This survey, as well as initial research of the Kabul and Afghanistan labor markets, can be accomplished while the earlier priorities are being addressed. The results of this survey will help the revised organizational structure and new job descriptions be more realistic.

- Develop a detailed plan to implement the results of the ACSI training needs assessment. Activities will include confirmation of the training needs and priorities, and identification of sources and methods of acquiring the training programs. Management and administrative training should be considered a priority, as well as technical training. This task can occur while the earlier priorities are under way.

- A special team should be assigned to develop a "change management/implementation strategy" and the communications component of this plan. This team should include a trusted advisor and representative of the Director General. The person placed in charge of this activity should have successful experience in designing and leading organizational transformation efforts.

As discussed in body of this report, a critical success factor for organizational change is to develop an implementation strategy and detailed plan to put the strategy in place. The Director General and his colleagues will want to weigh the priority of these recommendations in relationship to others that need to be undertaken. Of consideration in making the final decision is not only the priority, but how much change the organization can absorb.

1. INTRODUCTION

The High Office of Oversight (HOO), established in 2008, is at the forefront of the Government of the Islamic Republic of Afghanistan's (GIRoA) fight against corruption with the goal of providing a better life for the citizens of Afghanistan. Understanding the importance of this mission and with two years of institutional experience, the Government sought assistance from USAID's 4A Project to conduct a human resources assessment to help assure that the HOO had the organization structure, systems and resources needed to carry out its legal mandates successfully.

The HOO Director General and his staff have established an anti-corruption institution and a new three year Strategic Plan to address the HOO's legal mandates. They have developed an organization structure, administrative systems and policies, as well as functional systems and policies, and hired and trained staff to carry out the HOO's responsibilities to lead, coordinate and monitor corrupt practices and activities in the public sector. After a period of intensive growth and pressure, it is appropriate for the HOO to reflect on its achievements and make needed structural, policy and procedural improvements based on lessons learned from its first two years of operation. The purpose of such changes is to strengthen the HOO's capacity to achieve its legal and policy objectives. The 4A Project's Human Resources (HR) Assessment team coordinated closely with the HOO Human Resources Director and representatives from each department to assure proper inputs and keep the Director General fully informed of the study's progress and results.

1.1 Primary HOO Authorities and Responsibilities

The HOO's responsibilities mandated by the Constitution of Afghanistan, authorizing legislation and by Presidential Decrees and executive orders include:

- Receive, register, and verify the assets of public officials;
- Receive and conduct preliminary investigations of citizen complaints of corruption;
- Refer corruption cases to the Attorney General's office for further investigation and prosecution;
- Monitor the progress of corruption cases through the judicial system;
- Advise the President on anti-corruption policies, laws, and procedures;
- Assist GIRoA ministries and institutions to develop ministry-specific anti-corruption plans and monitor the implementation of those plans;
- Report on achievements in the fight against corruption to the President, the Parliament, and citizens; and

- Work with citizens and civil society institutions to build public support for transparency and responsibility within government and develop high standards of performance and conduct to fight corruption.

1.2 Legal Mandate

The HOO was created by the HOO Law of 2008. In 2010, its responsibilities and authorities were supplemented by a hukum (executive order) and farman (Decree 61found in Annex 1). As described in the HOO's Strategic Plan:

> The basis for the establishment of the HOO is the National Strategy for Anti-corruption and Administrative Reform, together with the Law on Combating Corruption and Overseeing the Implementation of the Anti-corruption Strategy. This law was enacted to implement the provisions of Article 7, Article 75 (item 3), and Article 142 of the Afghan Constitution. The establishment of the HOO also fulfilled, in large part, the Government's commitment to set up an independent body to oversee and coordinate implementation of the Government's anti-corruption policies, as required by Article 6 of the United Nations Convention Against Corruption (UNCAC). In addition, a Presidential Decree (farman) was issued in March 2010 that delegated more authority to the HOO, to conduct preliminary investigations of corruption complaints. This decree also ordered the Ministry of Interior to cooperate with the HOO by assigning judicial police who will assist in these preliminary investigations, indicated that the HOO should refer cases where a corruption crime was identified to the Office of the Attorney General (AGO) for further investigation and prosecution, and ordered the HOO to implement several commitments made at the London and Kabul International Conferences on Afghanistan (28 January 2010 and 20 July 2010, respectively). An Executive Order of the President (hukum), also issued in early 2010, directed the HOO to review and amend the Penal Code to enhance penalties for administrative corruption (in cooperation with the Ministry of Justice), simplify administrative procedures of government, review and monitor anti-corruption priorities of government ministries and other major departments, and work with the Ministry of Finance to reduce corruption in the customs service. Finally, in late 2010, a revised Law on Administrative Corruption was being drafted and reviewed to update the mandate and coordination mechanisms of the HOO.[1]

The Law provides the legal mandate of the HOO and is clear regarding its mission. It suggests that the HOO's functions are primarily those of oversight, monitoring and coordination. The hukum and farman elaborated further on the HOO's functions and the farman arguably increased the HOO's preliminary investigative authority.

1.3 Current Status of the HOO

The HOO Director General and his staff have:

- Established an anti-corruption structure that addresses all legally mandated functions of the HOO.
- Developed and published a new three year Strategic Plan in December 2010 that identifies the HOO's strategic goals and action priorities.
- Been authorized 473 staff positions under the 1389 Tashkeel. At the time of this study, approximately 285 staff positions are filled by permanent and contract staff.

[1] *Strategic Plan 2010 2013: High Office of Oversight and Anti-Corruption*, Islamic Republic of Afghanistan, Kabul Afghanistan, page 10.

- Received significant support from the international donor community. Donors have provided funds for office space, equipment and furniture; vehicles; communications equipment, information technology, and IT networking; international and national advisors; and training and capacity building.

- Received priority attention from the GIRoA through the Ministry of Finance and the Civil Service Commission.

At the same time, the HOO's work has been hampered because of the following conditions:

- Many existing technical staff are not adequately trained to deal with the many complexities of establishing and enforcing policies and procedures associated with the legal and policy mandates of HOO;

- Some of these staff are paid at low civil service scale wages, while some more experienced staff are paid higher salaries that are subsidized by the World Bank and other international donors. Some positions have been paid for by UNDP. However, in 1390, UNDP will not support Tashkeel positions; persons hired by UNDP will function as advisors.

- There are overlaps and redundancies among department functions and responsibilities.

- There are informal reports that HOO, in some cases, does not receive the full cooperation and support it needs from other ministries and agencies of the Afghan government to accomplish its mandate.

- New functions and responsibilities added to the HOO's mandate in 2010 by the hukum and farman put further strain on the existing staff and organization structure.

After two years of intensive growth and pressure, and the development of a new strategic plan for the organization, the Director General concluded that now is an appropriate time for the HOO to review its accomplishments, determine how to build on the strengths of the organization and identify what must occur to further strengthen HOO's capacity to meet its legal mandates and its strategic goals and objectives. Foremost on the list of issues requiring attention are:

- Ensure that the HOO's structure provides the most effective and efficient way to organize the HOO and ensure that there is strategic alignment between HOO legal mandates, the current strategic plan, and work to be done.

- Assess the current HOO human resources policies, practices, procedures and position structure to ensure that the HOO is able to attract and retain a well qualified staff committed to accomplishing the agency's strategic goals and objectives.

1.4 Objectives of the Assessment

This assessment is the first step toward a comprehensive analysis of the HOO's human resource needs. The objectives of this assessment are to:

- Assess the existing and proposed HOO organization structure (from the Strategic Plan) and staffing in terms of its legal mandates (HOO law, farman and hukum);
- Assess the roles of HOO departments in terms of the legal mandates;
- Identify whether overlaps or redundancies exist between and among the departments;
- Identify whether the roles, responsibilities, and staffing levels are appropriate for the anticipated workload of each department;
- Assess whether the required staffing structures, job descriptions and skills required are appropriately identified and implemented in each department;
- Assess the current state of workforce planning efforts; and
- Assess the general training needs of the HOO.

Based on the assessment of these issues, the 4A Project will:

- Present the findings to the HOO Director General for review, revision, and approval; and
- Discuss the findings with the Independent Administrative Reform/Civil Service Commission to help the IARCSC understand the HOO's technical requirements and future structural and staffing needs.

This report provides recommendations to help resolve each problem identified.

2. METHODOLOGY

The assessment team worked in Kabul from March 5-April 20, 2011 collecting documents and studies, reviewing data, and conducting interviews.

- The team conducted a review of documents, reports and literature of human resources practices in Afghanistan, as well as successful international practices.

- Relevant laws, Presidential decrees, policies and procedures relevant to the areas of analysis were gathered and analyzed. Many of these were in Dari and were translated into English.

- Structured interviews and focus groups with appropriate officials were held in the HOO, the IARCSC, the Ministry of Finance, and other relevant government and non-government organizations. All individuals appeared candid about their own needs and shortcomings. However, to some degree, time limitations, a general sense of the importance of hierarchy and awareness of the arrival of a new Director General at the HOO no doubt constrained what some felt comfortable discussing. Many shared important documents and facts. Interviews went smoothly both in English and in Dari with the assistance of 4A's Afghan staff.

Information gathered from these sources were integrated and analyzed. A draft report was prepared, critiqued and revised.

3. FINDINGS

3.1 Legal Mandate and Human Resources

Competencies and Training Required for Success

The complex nature of monitoring, detecting, and investigating corruption actions requires a highly trained staff. To carry out its legal mandates effectively and efficiently, HOO staff must have capabilities such as legal and analytical expertise, experience using investigative techniques, knowledge of corruption prevention methods and models, understanding of how to track financial transactions, consulting skills to support anti-corruption action planning at other government agencies, the ability to use appropriate information technology systems and tools, as well as the ability to communicate the requirements of the law to citizens, ministries, those responsible in ministries for anti-corruption activities, as well as other public and private sector institutions covered by the Anti-Corruption law and regulations. As the HOO mandate grows, so will the need for more and/or different numbers and types of staff. The enlarged mandate and the evolving nature of corrupt practices will also require new training programs so that staff members are kept abreast of the latest techniques and technologies for fighting corruption in the public and private sector. Technical training must be buttressed with training in areas such as ethics, integrity, consulting, coordination, collaboration and oral presentation and writing skills.

In particular, the Complaints Management Department requires knowledge and skills to judge the validity of a complaint as to whether or not it is corruption-related by law, as well as basic interviewing skills to manage preliminary consultations with complainants. Tracking skills using database management applications are also required.

The Case Tracking Department requires knowledge of law enforcement. The staffing required includes lawyers, preferably with training and experience in investigation and prosecution, with a particular emphasis on corruption cases. Department personnel conduct preliminary investigation of complaints referred to it by the Complaints Management Department, and they analyze and oversee the performance of the Anti-Corruption Unit (ACU) of the Attorney General's Office (AGO) related to referred cases. This oversight function includes tracking what the AGO ACU and other offices to which cases have been referred actually do with the cases sent to them. Are they processed in a timely fashion? Are case processing milestones tracked and reported on?

The Strategy and Planning Department requires senior consulting skills to be able to work constructively with other ministries, and the ability to critique anti-corruption action plans and make recommendations based on international best practices of effective anti-corruption programs. The Oversight and Evaluation Department requires basic legal training and additional skills in monitoring and evaluation techniques and metrics to track the implementation of the anti-corruption action plans of other government agencies.

The Prevention Department requires public administration skills to initiate institutional reform, work simplification and administrative process redesign, as well as the capacity to increase both the efficiency and productivity of civil procedures, such as getting a building license or business permit.

The Asset Registration and Verification Department requires a background in accounting, financial analysis and database management skills, and for senior level positions, requires demonstrated ability to audit financial statements and balance sheets.

These skill sets need to be carefully incorporated into job descriptions for the HOO. Many of the current job descriptions that were reviewed are not adequate and need to be rewritten to more accurately define the work tasks, the authorities and the responsibilities of the position now that the HOO's personnel needs can be more accurately described.

It is unlikely that all of the talent and skills described above are readily available in Kabul specifically or Afghanistan more generally. For example, while there are a number of international audit firms present in Kabul with trained accountants and auditors, these are relatively new requirements for the GIRoA. Thus, identifying and refining the required competencies based on internationally accepted standards, and, especially, conducting extensive training programs to assure that staff have the competencies needed to perform successfully will be critical success factors for the HOO and those responsible for anticorruption functions in other ministries. Moreover, given the demand for these types of lawyers, auditors, accountants and public administration specialists, it is unlikely that government remuneration levels will be sufficient for the HOO to attract and retain the number of most qualified individuals the workload will require.

International Successful Practices for Dealing with the Issues Identified

The issues identified above are not unusual for new anti-corruption agencies. Successful practices employed by other countries can be considered and adapted by the HOO to resolve issues associated with recruiting, training and retaining a well-qualified staff. Indeed, GIRoA already uses some of these strategies, tools and products, including:

- *A well designed legal and policy framework within which anti-corruption policies and practices are designed and implemented and an organization authorized to carry out these responsibilities.*

  The HOO enabling legislation defines the basic authorities and accountabilities for anti-corruption actions and activities and was supplemented by a hukum and farman (Decree 61) in 2010. While there are still issues which remain to be clarified, e.g., HOO's authority to mandate anti-corruption plans and actions of other government ministries, to conduct preliminary investigations, to register and verify asset declarations, and other basic anti-corruption activities are already in place. The HOO organization was established in 2008 and has made progress in designing its organization structure and functions, as well as in recruiting a basic staff which is further supported by the international donor community, including the UN, the World Bank, the United States, the European Union and others.

  The challenge now is to assure that the HOO has a well qualified staff at every level to carry out the goals and objectives of these various legal mandates and strategic goals and objectives.

- *A strategic plan for anti-corruption and a strategic plan for the organization responsible for anti-corruption activities which links strategies, goals, outcomes and metrics to measure progress.*

GIRoA has defined national development and national anti-corruption strategies which address corruption issues and contain anti-corruption goals and objectives, as well as a separate HOO strategic plan with more refined and targeted strategic goals and actions. These three plans are generally in alignment with each other.

The challenge is to implement activities and achieve the goals and objectives contained in the strategic plans.

- *Identification of the mission critical occupations required and the specific competencies needed based upon a workforce analysis and planning methodology.*

The most effective and efficient public and private sector organizations around the world understand the vital importance of assuring that there is a direct link between the organization's strategic goals and objectives and assuring that well qualified and trained staff are assigned to carry out the work of these priorities. The HOO has made some progress in identifying mission critical occupations, but has not yet developed and implemented a formal workforce planning methodology and analysis. Such an analysis would review anticipated workloads based on experience and help revise staffing allocations that can be adopted by the IARCSC.

- *Recruitment, training, promotion and assignment policies and procedures which are based on the number of positions needed and the competencies required for each position.*

Recruiting and retaining well qualified lawyers, accountants, auditors, public administrators, communicators and others who have the skills and experience remains a challenge for the HOO based on the availability of the talent needed and the inadequacy of GIRoA remuneration polices to attract and retain the best candidates.

- *Methods for evaluating progress on an annual basis to know if goals and objectives are achieved, and to refine and improve the recruitment, training, promotion and assignment policies and procedures based on past experience.*

The government of Singapore is often cited as one of the reform success stories for its anti-corruption efforts which began in 1959. Singapore's efforts included rigorous qualification standards, a significant investment in continuous education and training, a requirement that public officials lead by example, a set of legal and administrative standards which were rigorously enforced, defining corrupt activities clearly, and setting and enforcing stiff penalties for those who broke the law or the administrative requirements. A testament to the success of these activities is that Transparency International's 2010 rankings place Singapore as one of the most corruption-free countries in the world with a rating of 9.3[2] The details of their efforts are documented in a 2000 paper prepared by Muhammed Ali, Acting Assistant Director, Corrupt Practices Investigation Bureau, Singapore.[3] A second model which provides valuable lessons is the experience of the Republic of Indonesia that established its Anti-Corruption Commission, known as the KPK, in 2002. The Indonesia model is useful to consider because its initiating legislation allowed the KPK to set up its own personnel system, including a special compensation and benefits system that enables the KPK to attract

[2] Transparency International, Global Perceptions Index 2010: http://www.transparency.org/policy_research/surveys_indices/cpi/2010

[3] This report can be accessed at: http://www.tdri.or.th/reports/unpublished/os_paper/ali.pdf

and retain a well qualified staff. Among the human resources policies that have been most successful are its recruitment policy which requires that the recruitment function be conducted by an outside firm. Candidates may not contact anyone in the KPK. If an applicant does try to contact someone in the KPK, he/she is immediately disqualified for all future hiring considerations. The KPK remuneration system is adequate and includes benefits such as a retirement program and insurance benefits. The programmatic and administrative laws, concepts, policies and procedures of the KPK are considered an international successful practice. The lessons learned from the KPK history can be instructive for HOO as it establishes itself as a presence within the GIRoA. An article in "The Economist" - describes some of the more recent challenges faced by the KPK.[4]

A third model is Malaysia, which has developed one of the first anti-corruption academies in the Asia-Pacific region. The Academy has established a core curriculum based on an identified set of legal requirements for anti-corruption work and the competencies required to carry out that work successfully. Examining the lessons learned from the Malaysian experience should also be helpful.[5]

Recommendations

To address these issues, the 4A team recommends that the following actions are needed to build a solid foundation for transformative change.

1. Establish the methodology and process for workforce analysis. Conduct a workforce analysis and planning program which will allow the HOO to link the type and level of work to be accomplished with the number and types of positions required to perform the work successfully. Assure that the workforce analysis and planning program takes into account the requirements of the HOO strategic plan and its identified goals and objectives.

2. Identify and/or confirm the mission critical occupations.[6]

3. Develop the competencies required for successful performance in each mission critical occupation.

4. Conduct a labor availability review to identify the presence or absence of the needed talent in Kabul so that there is a basis for developing the HOO's recruitment strategy and plan.

5. Conduct an assessment of what is required in the way of remuneration and allowances in order to attract and retain the type of talent required for successful work performance. Based on the results of this assessment, develop a remuneration and benefits package to discuss with the GIRoA leadership.

6. Develop a human capital strategic plan that will provide the framework and priorities for longer term development of a fully functioning human resources management program for the HOO. The common elements of a well designed human capital strategic plan include:

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[4] http://www.economist.com/node/14587280
[5] http://www.oecd.org/dataoecd/27/48/42877364.pdf
[6] The definition of a "mission critical occupation" is: failure to have these capabilities in the workforce means that the organization will fail to accomplish its mission.
http://www.ndu.edu/inss/docUploaded/Economic%20Security_SHIPLETT_PAPER.pdf

a. A clearly understood strategic direction that is consistent with and supportive of the organization's strategic plan;

b. Customer and stakeholder human capital management outcomes and goals;

c. Strategies and objectives for achieving the goals;

d. A detailed implementation plan;

e. A communications and change management plan which identifies the various audiences affected and defines both the messages for the specific audience and the changes which need to occur;

f. An accountability system which includes qualitative and quantitative metrics and an agreed upon timeframe for both the communications and the changes to occur.[7]

An example of a well developed Strategic Human Capital Plan is one prepared by the National Science Foundation (NSF), a U.S. government agency. While the legal mandate is different from that of the HOO, the challenges are similar – to attract and retain a well qualified workforce of highly trained technical and professional individuals in the face of intense competition, a pay scale that is not competitive with the private and academic sectors, and needs that are evolving. From this Strategic Plan:

> With technology-based innovation spurring economic growth, countries and organizations are vying keenly for technically trained workers. When looking to recruit personnel who are working at the forefront of scientific and engineering research and education, NSF competes with higher-paying private sector companies and academic institutions as well as other governmental agencies. NSF faces similar competition for top experts in specific functional fields such finance, law, and information technology. Other factors that impact NSF's competitiveness as an employer include: cost of housing/living in the Washington, D.C. region; outsiders' perceptions of working in a government agency; the rise of dual-professional-career families and spousal job placement and work-life balance issues.[8]

The NSF was expected to handle a workload which expanded by 40 percent over a six year period with a staff that expanded by only 8 percent in the same timeframe.

7. Develop a detailed plan for accomplishing the changes that need to occur. There are many formats for developing the work plan. It can be as complex as the plans generated by MS Project or similar automated tools, or it can be as simple as a chart. Regardless of the format chosen, the strategy must clearly articulate the desired end state to be achieved. The plan will, at a minimum:

   a. Include a list of events/activities in the order in which they should occur,

   b. Identify the individual(s) who is responsible for the event/activity;

[7] A more detailed discussion and set of tools can be found at http://www.opm.gov/hcaaf_resource_center/assets/Sa_tool1.pdf

[8] National Science Foundation Human Capital Strategic Plan 2008-2012, page 5. The entire plan can be viewed at http://www.nsf.gov/pubs/2008/hcsp2008/nsf_humancapitalstrategicplan_0803.pdf

c. Identify whether the event/activity is to be achieved consecutively with other events/activities or sequentially meaning that event/activity A must be completed before event/activity B can occur;

d. Identify the amount of time required to complete the event/activity. This can be expressed as a date certain or as an amount of time – for example, three weeks from the start of the project.

3.2 Organizational Structure

Organizational Alignment

Analysis of the HOO's current organization structure begins with a review of the HOO Law of 2008 and the related farman and hukum. The tashkeel is based upon these legal mandates and the resulting policies and procedures which arise from the implementing legislation. The official organizational chart for the HOO with the approved tashkeel structure and pay grades is presented in Figure 1.9 The tashkeel typically designs an organization structure to address its principal functions. The hierarchical logic in the tashkeel for the HOO includes overall organizational objectives, departmental functions and individual performance objectives.

A properly designed organization assures the alignment of authorities, responsibilities and work tasks in a way that supports successful accomplishment of strategic goals and objectives. The 4A team conducted an alignment analysis and found that, in general, the departments are reasonably defined and appropriately located within the overall structure. However, there are several exceptions to this overall finding:

Placement of the Asset Registration and Verification Department – The Asset Registration and Verification Department, which registers and verifies high government official assets as submitted on the asset declaration form, conducts a key function for the HOO. This department should be considered an operational department, not an administrative function. For this reason, it is more logical for the Asset Registration and Verification Department to report to the DDG of Policy and Oversight rather than to the DDG of Administration and Finance. We suggest this realignment because a key organizational design principle is that like functions should be assigned to the same component of the organization. It is the DDG for Policy and Oversight whose organization elements are focused on the programmatic and substantive issues of corruption prevention, analysis and tracking.

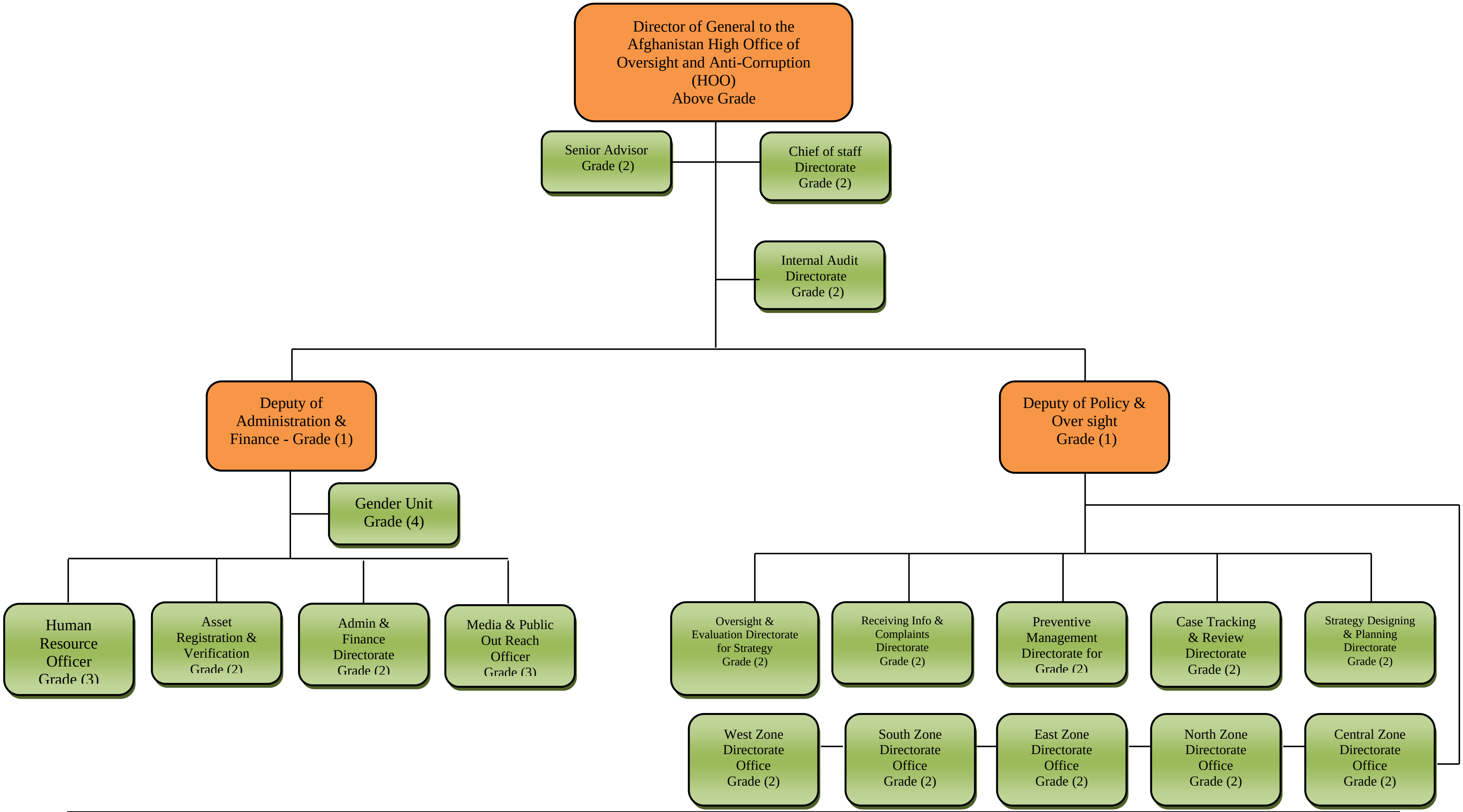
Position Equivalence – The functions of the Deputy of Administration and Finance and the Deputy for Policy and Oversight should be viewed as equivalent positions, each having legal mandates, functions, responsibilities, accountabilities and authorities that are vital to the overall success of the HOO. However, a more detailed review of the subordinate structures under the Deputy of Administration and Finance reveals that the head of the Human Resources function is designated as an Officer rather than as a Director and the same is true for the Media and Public Outreach function

[9] The version of the tashkeel that the HR team was given appears to be current, approved and official. However, we were told that some adjustments were being considered.

Figure 1. Current Approved Tashkeel Structure for HOO

چارت تشکیلاتی بازنگری شده اداره عالی نظارت بر تطبیق استراتیژی مبارزه علیه فساد اداری ،سیستم جدید رتب و معاش

Reviewed Tashkeel Structure for the implementation strategy of Afghanistan High Office of Oversight and Anti-Corruption (HOO)



Each is graded at a Level 3 position while all other department head positions are at Level 2. This lower grade level connotes that these two positions are of lesser importance than their counterparts in the organization. Leaving the HR Director and the Media and Public Outreach positions at the Level 3 is a grave mistake. The HR position controls the programs which are responsible for assuring that HOO can attract and retain a well qualified staff. We identified that HOO's ability to attract and retain a well qualified staff is fraught with significant challenges, including the potential lack of sufficient appropriately qualified individuals in the labor force, a compensation structure that makes attracting the very best talent a continuing challenge, and all of the normal challenges that go with establishing a new organization. To overcome these obstacles, the HOO needs to attract the best HR Director possible. Thus, we believe that the HR position should be elevated to a Level 2 position, equivalent in importance to other Director positions.

Similarly, the functions of the Media and Public Outreach Directorate are equally critical to HOO's long term success. To capture the minds and hearts of Afghan citizens and to educate them about corrupt practices, the cost of those practices, how corruption can be prevented and related issues requires the very best talent. We recommend that the Director of this unit be made a Level 2 position as well.

Overlap and Redundancy. We conducted an alignment analysis, comparing the tashkeel to the law. At the most aggregated level, the tashkeel appears to align appropriately with the law, but at lower levels there appears to be duplication of responsibility across units and departments, which can result in less than efficient and effective alignment (see Annex 1). Duplication such as this can also hamper the detection and eradication of corruption. Our findings show that while all aspects of the law are accounted for in an HOO organizational element, some functions appear to be allocated to more than one organizational unit. For example, there appears to be overlap between the Complaints Management and Case Tracking Departments concerning the review and preliminary investigation of the complaints registered by citizens: how extensive should an examination of evidence be before cases are referred from one department to the other? As well, the Oversight and Evaluation Department also reviews complaints and examines evidence before referring cases to the AGO. These overlaps need to be clarified to reduce redundancies. Overall, this problem needs to be further analyzed and rectified by developing more precise departmental descriptions and performance objectives. These descriptions can then cascade down to produce an appropriate and non-redundant organization structure and staffing plan.

Missing or Mislabeled Positions and Descriptions. In addition, there are some job descriptions, for example, Librarian and Manager of the HR office, that are not indicated in the tashkeel. Some offices should be renamed because their names and activities do not match each other. For example, the International Affairs Office does not have an international relations activity (it might be renamed the "external relations" office) and it should not report to the Chief of Staff directorate, because the Chief of Staff typically only has authority for supervising internal affairs. Other tashkeel errors can be resolved by rewriting job descriptions and departmental guidelines using a more rigorous alignment procedure.

If left unresolved, these issues may interfere with the HOO's ability to achieve its strategic goals in the most efficient and effective manner.

International Successful Practices for Dealing with the Issues Identified

While organization structures and procedures may vary from country to country, there are a core set of successful principles and practices that are found in effective and efficient organization structures regardless of country, stage of economic, social and political development, or type of organization is being examined. These principles and practices, many attributed to Peter Drucker, an internationally acclaimed management expert, include:

- Organizations, in addition to being complex adaptive systems that use people, tasks and technologies to achieve specified goals and objectives, are living organisms which must be allowed to change over time to meet the evolving needs of legal mandates, the mission, visions and values, strategic goals and objectives, and policies, programs and procedures.
- The most effective and efficient organizations have *both vertical and horizontal alignment.* This means that there is a direct and visible relationship between legal mandates and the organization's mission, vision, values, as well as its strategic goals and objectives. When an organization is vertically aligned, its tasks, responsibilities and authorities flow from the most strategic at the very top of the organization – the Director General of HOO, for example – to the Deputy Director General for Policy and Oversight to each of the Department Directors, to the subordinate supervisors to the lowest level position in Policy and Oversight which is responsible for the most operational tasks and responsibilities in the lowest organizational level in a specific Department. Everyone in the chain from the highest to the lowest level is part of the vertical alignment. The Director General cannot accomplish his goals and objectives if the two Deputy Generals do not accomplish theirs. Likewise, the Deputy Directors General cannot accomplish their goals and objectives if the Department Directors do not get their work done in a competent and timely manner, and so it goes – down to the lowest level, or the newest employee in the organization.

  Horizontal alignment means that the Deputy Directors General have comparable tasks, responsibilities and authorities. While they work on different issues, these issues are similar in difficulty and complexity. Those at the same level in the organization must work with each other to make sure that the piece of the whole they are contributing is well done. The Human Resources Director cannot accomplish his job if the Finance Director does not allocate the program funds in a timely manner. The Finance Director cannot accomplish his job if the HR Director is unsuccessful is recruiting the very best talent to be considered for financial management positions.

  An organization is only as strong as its weakest vertical or horizontal link.

- The best organizations map their business processes to help assure that there are no redundancies in assigned functions and processes. This means that every step in the process is identified and described. Armed with this information, the executives and employees can see what is working efficiently and effectively and what is not. For example, if the Department Director must review the same document three separate times, which suggests that the business process is duplicative and thus wasteful of time, energy and effort. In an organization already strapped for human and financial resources, the waste of time and resources is unacceptable.

- Every employee in the organization from the highest level leader to the newest employee understands why the organization exists, its mission, vision and values, its current strategic goals and objectives, and how he/she contributes to achieving those.

Recommendations

1. Resolve the anomalies in the organization structure, including the identified realignment of functions under the Deputy Director for Administration and the Deputy Director for Policy, as well as those that are in the office of the HOO Director General.
2. Correct any errors in organization titles.
3. As a matter of policy and practice, adopt an organizational design goal of creating a structure that maximizes the number of positions allocated to strategic and programmatic functions – for example, case tracking, recruitment, an improved remuneration system, preliminary review of corruption cases, asset verification, etc. - in both the DDG for Administration and the DDG for Policy and Oversight, rather than to less important administrative functions.
4. Map current business processes to identify specifically the areas of duplication within the organization.
5. Revise business processes as needed and appropriate. Document the revised business processes and issue revised program and procedural guidance to ensure that there is no overlap between and among organization units.
6. When the revised draft of the organization structure is completed, present it to the HOO leadership team for review and comments. The best strategy may be an oral presentation followed by a two week period for written comments. Receive the written comments, consider them, and revise the proposed organization structure.
7. When the internal HOO review is completed, present the revision to the IARCSC and to those agencies with which the HOO must work to get their insights and suggestions for further refinement. Make any additional changes that seem appropriate.
8. Set up an evaluation process for periodic review to assure that the organization structure remains aligned with the current HOO mission, vision, values and strategic goals and objectives. This evaluation process would include developing qualitative and quantitative measures by which organization structure success is measured.

3.3 Staffing

Examining staffing issues can help assure that there are the appropriate number of staff in the right job, at the right time and with the appropriate competence, experience and education to achieve the strategic goals and objectives of the HOO. The longer term objective of effective staffing policies and procedures is to ensure a reliable and continuing supply of well qualified staff. A second, and equally important, purpose is to review the official payroll records to ascertain the degree to which the official payroll records reflect the actual number and type of staff current employed at the HOO.

There are four key questions to pose regarding staffing issues:

- What is the level, type and amount of work to be accomplished by the HOO?
- Are authorized staffing levels (numbers of staff) sufficient for the workload identified?
- Does the current staff have the appropriate experience, education and training needed to conduct required HOO functions?
- What analytical tools are needed to address the above questions successfully?

Current staffing statistics are shown in Figures 2 and 3 below. Based on our analysis, we know the following:

- Currently, there is no formal methodology in place to identify the level, type and amount of work that needs to be done at the HOO or that can translate empirical work results into requests for staff positions or funding for the HOO. The organization has estimates of workload based on its experience over its first two years of operation as well as informal methods of estimating need. For example, the Strategic Plan provides the following workload data:

  > As of 2010, the public had lodged 604 corruption complaints of which 109, or 18 percent, were "deemed to relate to corruption." Of these 13 had "undergone preliminary investigation, and referred to the Attorney General's Office; 47 were reviewed and referred to other government institutions . . . and 49 cases are still under review by the HOO."[10] In addition, "Financial asset declarations were received from 1905 government officials; 96 of these declarations have been published in the *Anis-Dailey*, a national newspaper. . ."[11]

  While indicative of the workload, a more structured methodology must be developed and implemented to capture more accurate workload data and use it and other relevant information to create a more reliable estimate of future workload. The need to develop such a predictive methodology is not unusual at this stage in the development of a newly created organization. However, with two years of experience, it is now appropriate for the HOO is develop and implement a more structured and formal process to estimate its staffing and funding requirements based on actual and anticipated workload.

- The Director General, the two Deputy Directors and others with whom we spoke expressed serious concern about managing units that were overworked, understaffed, and resourced with staff that have minimal experience or improper skills. To determine sufficiency and appropriateness of staff is very difficult, due to the ambiguity of existing job descriptions and the alignment of ambiguous jobs with ambiguous departmental guidelines, and the absence of performance standards and performance metrics. With the past two years of experience,

[10] *Strategic Plan 2011-2013*, page 14.
[11] Ibid., page 14.

now is the time to develop methods, programs, processes and solutions which address these issues directly and provide more effective solutions for the future.

- The current staffing, which is well below what is authorized, is currently augmented by various donor-funded sources and is a mix of Tashkeel positions (including supplemented superscale and Management Capacity Programme (MCP) positions) and UNDP non-Tashkeel positions. The supplemented staff rosters represent a dilemma for HOO in that these positions skew the pay and grade (P&G) procedure by offering salaries many times what the normal CSC guidelines allow. A more aggressive, structured recruitment strategy and plan will need to be developed to address the staffing deficiencies.

- During our interviews, many asserted that low salaries are a major contribution to corruption. Basically, if someone achieves a "top-up" status for their P&G job or for an "advisory" role that was never part of the normal CSC P&G procedure, they are loathe to go back to a salary which might be, at best, 50% of their top-up status and at worst only 10% of their top-up status. Holding a Government position may represent status, but it does not put money in staff pockets to pay the bills or buy the groceries. A number of countries who are at a similar stage of development have, or are, facing similar challenges. The need is to identify an adequate, feasible and competitive total compensation package of base salary, benefits, allowances and incentives. It is also important to note that remuneration alone will not be sufficient to retain well qualified staff in a labor market where demand for talent exceeds supply unless the HOO is able to establish a culture which values employee contributions and through that cultivates a culture of employee engagement.

- There was concern also expressed within and outside the HOO that employment records may not be totally accurate as to the number and type of employees currently on the HOO payroll. An assessment was conducted to determine if the staff payroll reflects existing staff that come to work. A detailed comparative analysis of data obtained from the payroll section of the Treasury Department of the Ministry of Finance was compared to the HOO payroll rosters and other rosters of personnel supported by the UNDP, the World Bank and others. The results indicate that there were no duplications and no one (at least on paper) was found to be non-existent or a "ghost worker." Admittedly, this type of analysis has limitations in terms of accuracy. A more physical and accurate approach to assessing the positive existence of staff would use a seating chart and walk around the HOO offices to prove that these people exist and show up for work.

- Based on information gathered from our interviews, directors and others expressed concern about the degree to which employees truly understand and are fully engaged in the work of the organization. The importance of employee engagement to organizational success has emerged from recent research, led by the Gallup Organization, as a critical set of factors which can predict organization success. To the extent that employee engagement is a concern, the lack of employee engagement can contribute to issues such as under-employment of staff talent and commitment. Issues that can contribute to "under-employment" include such things as: duplication of jobs, insufficient supervision, inadequate incentives to deliver results, and the lack of an effective program to establish, convey and assess employee performance against established HOO strategic goals and objectives. To the extent that these characteristics are components of the current culture of the HOO, employee engagement will tend to diminish and the organization's ability to succeed in achieving its strategic goals and objectives will be proportionally reduced.

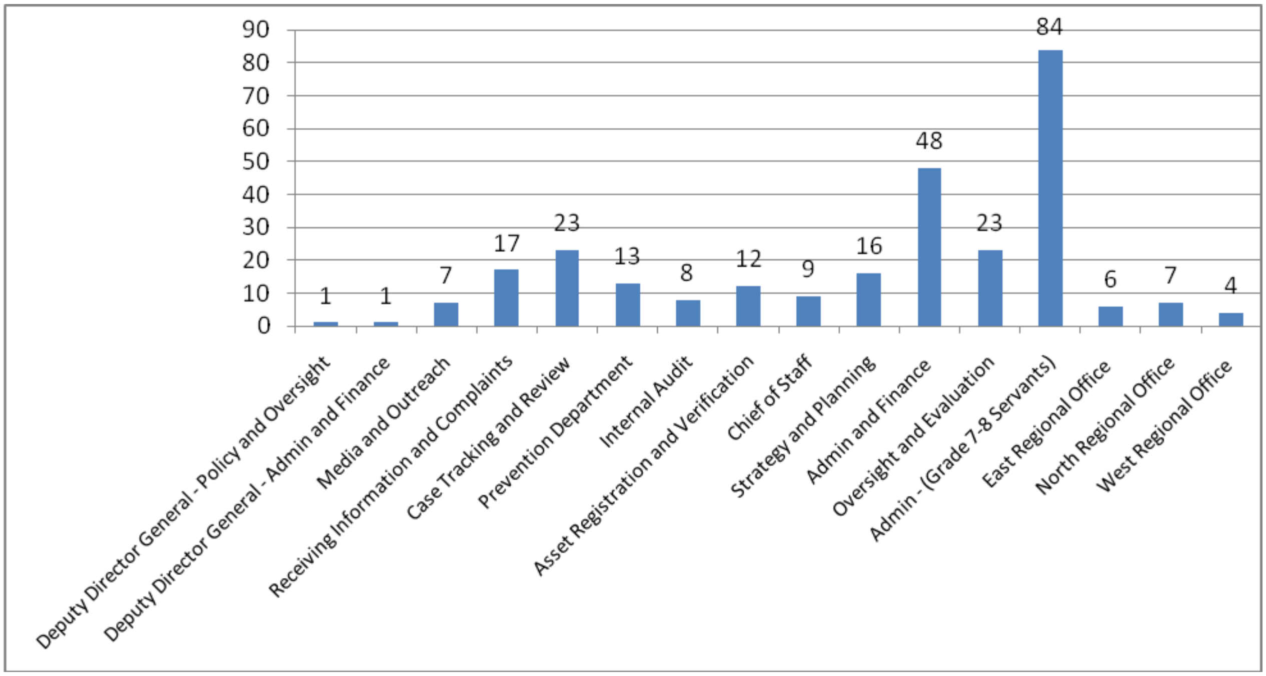
Finally, creating a new organization is often a difficult task which requires a certain amount of trial and error. It is seldom that the first organization structure, the first set of policies and procedures, and the first set of job descriptions and the others mechanisms and tools which are needed to establish the institution are exactly right over the longer term. A certain amount of trial and error is required to find the proper combinations that result is an organization that is fully effective and successful.

Figure 2: TOTAL TASHKEEL POSITIONS
by Grade Level and Number of Filled and Vacant Positions as of April 2011

Grade Level of Positions	Number of Positions	Number of Positions Filled	Number of Positions Vacant	Percent of Positions Filled
Political (out of grade)	0	0	0	0
Political (supergrade)	0	0	0	0
Political (above grade)	1	1	0	100
Grade 1	2	2	0	0.
Grade 2	15	8	7	53.3
Grade 3	38	19	19	50.0
Grade 4	201	81	120	40.3
Grade 5	63	39	24	61.9
Grade 6	47	46	1	97.9
Grade 7	53	39	14	73.4
Grade 8	53	45	8	84.9
TOTAL	**473**	**280**	**193**	**59.2**

Figure 2 reveals that only 59.2 percent of the allocated Tashkeel positions are filled leaving 40.8 percent vacant. There are no circumstances under which such a large vacancy rate is acceptable. When the actual vacancy rate is considered in conjunction with the percentage of positions that are filled with individuals whose technical credentials are perceived as not yet at the level needed to assure efficient and effective performance, the situation becomes very clear. Moreover, 30% of the positions filled are at grades 7 and 8 (the housekeeping and driver positions). While these positions certainly contribute to the well being of the agency, they are not the mission critical occupations that are essential to carrying out the programmatic responsibilities of the HOO.

Figure 3. Positions Filled per Department



International Successful Practices to Deal with the Issues Identified

As discussed at the beginning of this staffing section, four key questions must be answered in relation to the staffing issues HOO is facing. A number of countries – Iraq, Indonesia, China, Singapore, the Philippines, the United States, and many of the British Commonwealth countries are examples – have faced similar issues as they have sought to reform and improve the services provided to citizens by public organizations. From these experiences, a core set of tools has emerged. These tools include:

Step 1 – *Develop and implement a strategic plan* that links the organization's legal mandates, mission, vision and values to strategic goals and objectives and provides the framework within which the work to be done can be prioritized. This is an essential first step because almost no public organization has the resources or the time to accomplish every mandate provided in law or regulation. In addition, certain actions must occur before others in order to provide the building blocks for the next steps. To its credit, the HOO has developed a detailed strategic plan that charts its course for the next three years.

Step 2 - Once a law is passed, the implementing ministry must *develop the regulations, policies and procedures/guidelines which translate the law into actionable components.* After these products are developed, they must be implemented and frequently refined based on the experience of actually using the regulations, policies and procedures/guidelines. The HOO has certainly identified the need to further refine its initial procedures/guidelines as discussed earlier in this report.

Step 3 – *Develop job descriptions.* Job descriptions are the tool that describe tasks to be performed, organizes those tasks into positions and organizes related positions into career ladders or defined career paths. Each of the countries identified above have captured the work to be done in job descriptions.

All of the job descriptions for the HOO were prepared by the IARCSC Pay and Grade System in 2009. As we were told, these descriptions were not shared with employees holding those positions or with their managers. As we conducted interviews with managers, some were not even aware that the job descriptions existed. As a result, there were many mismatches between a position's incumbent and formal job tasks. Our analysis of the existing job descriptions uncovered several problems, including vague tasking, incorrect position grading, duplication of activities across positions, and others, The development of new and more detailed job descriptions needs to be undertaken jointly by the P&G unit of the IARCSC, the HR Department of the HOO and the relevant HOO Department Heads.

Step 4 – *Develop a methodology to measure the type and volume of work, as well as the time required to perform the various functions.* For example, when the court system of Indonesia developed its staffing assessment methodology, it prepared a structured questionnaire that was used by employees to describe their work and work processes. A team of staffing assessment experts observed employees doing the work and recorded the amount of time taken to accomplish key tasks. This information was then shared with the employees and the court leadership in order to validate the accuracy of the information. Once all of the key functions of each mission critical position were identified, measured and validated, the expert team examined the workload statistics to measure the volume of that type of work. Then using accepted statistical methods, they developed a formula for predicting the type and volume of work and the amount of work that a single employee could reasonably be expected to perform. This formula is becoming a key tool for predicting workload volume and complexity. The US and Australian court systems, as well as many other court systems around the world use a version of this staffing assessment methodology to provide greater accuracy in predicting the level of staffing needed based on the work to be accomplished.

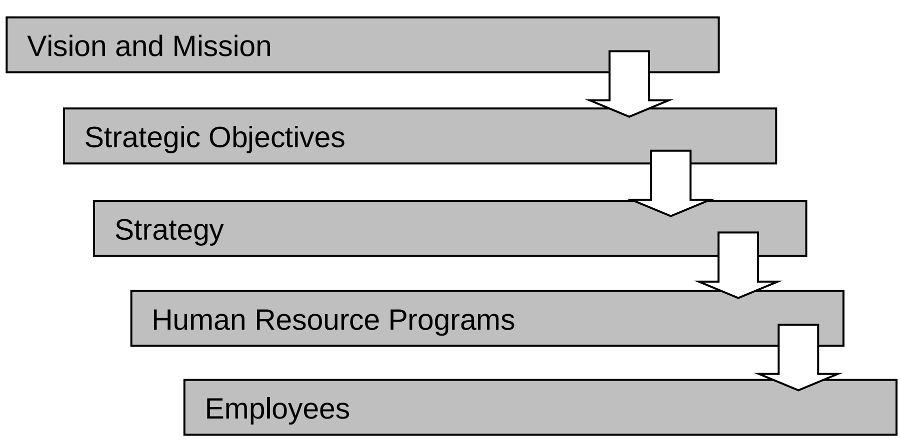
Step 5 – *Develop a workforce planning methodology.* Workforce planning is a process which translates the organization's strategic goals and objectives into types and numbers of positions and defines the competencies required for successful performance. It then analyzes the presence or absence of these competencies in the workforce and identifies how much hiring or training or developmental assignments must occur each year in order to assure the organization that it will have a continuing supply of well-qualified employees and applicants for the positions which need to be filled each year.

Step 6 – *Develop an evaluation methodology with qualitative and quantitative metrics to measure progress against goals.* A well-managed evaluation methodology helps assure that successes are identified and can be repeated and problems can be identified and resolved to help ensure an increasingly effective program. Organizations whose employees are fully engaged tend to be substantially more productive, innovative and concerned about producing the quality products and services needed by citizens. This suggests that the HOO may want to consider talking with its employees to gather their views about what works well in the organization and what needs to be improved.

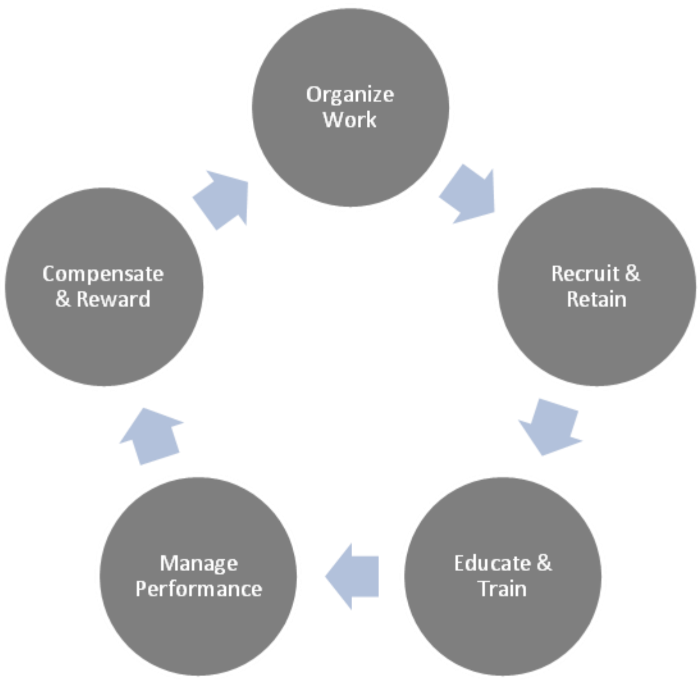
Many countries also have faced the issue of assuring that the number of employees getting paid are the same as the number of employees actually working in the organization. After the fall of the USSR in 1989, this was a particular problem for the former Soviet republics. Internationally accepted accounting practices and internal control measures are helpful in addressing these issues. Successful best practice measures include the following:

- Develop and document the step-by-step procedures of adding a new employee to the rolls of the organization.
- Develop and document the step-by-step procedures of processing a timesheet for each pay period.
- Require supervisory review and sign off for these documents.
- Assure that the person who places a new person on the agency rolls is not the same person who authorizes the pay check each pay period.
- Provide each personnel clerk and payroll clerk detailed training in the step-by-step methodology.
- Contract out for an internationally recognized public accounting and auditing firm to conduct an agreed upon number of announced and unannounced audits of the organization's personnel and payroll records each year. There should be at least two announced and two unannounced audits each year. The auditing firm must provide written reports of findings with recommendations of procedures to correct any deficiencies found.
- Establish and communicate appropriate incentives for good employee performance in processing personnel and payroll documents.
- Establish and communicate sanctions, including termination of employment, for those employees who fail to follow the established procedures.

The graphic representation of the discussion above shows how all of these pieces are related and their contribution to the end results of having the right number of staff, at the right time, with the right skills and assigned to the right position. The strategic plan defines and incorporates the mission and vision, strategic objectives, defines the strategies and then the human resources programs are developed to help achieve these and they are communicated to employees.



Every organization has tasks to be accomplished, responsibilities to be carried out and authorities to be exercised. They come together and are recorded in the mission statements of each organizational unit and in the job descriptions which define the work to be done by one or several employees and the responsibilities and authorities employees have in accomplishing their work. Once the work is organized and job descriptions exist, the organization identifies the competencies required and recruits individuals to fill those positions. Those individuals need to be educated and trained, to have their performance evaluated so that their achievements can be recognized and their difficulties resolved. And, last but far from least, their performance needs to be recognized and rewarded based on the quality and quantity of performance achieved. The perfect job description is of no value if there is not a well qualified person to be hired to do that work. The well qualified person will not stay that way if there is no education and training to continually enhance capabilities and knowledge, Unless performance is assessed and rewarded and/or improved, neither the job description or the recruitment program will contribute lasting value to the organization. The best talent will not remain with the organization unless there are remuneration and incentives. This systemic interrelationship is mutually reinforcing.



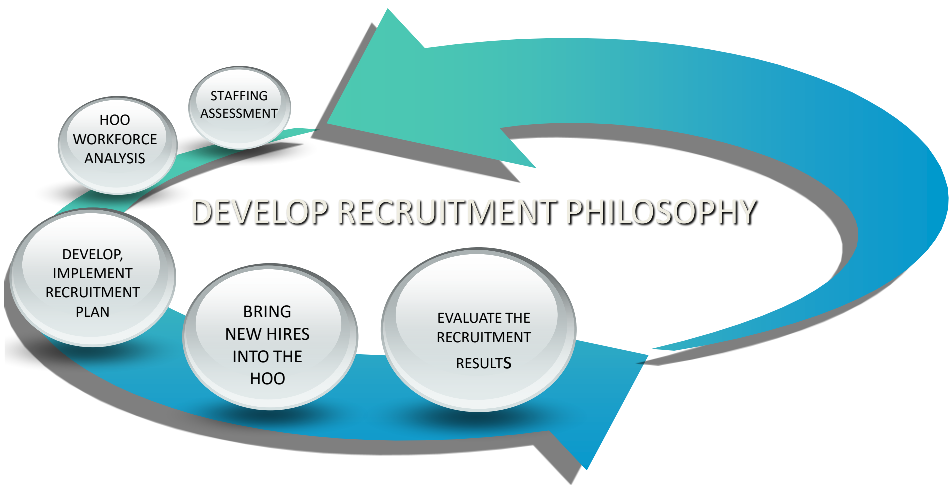
To be able to recruit and retain the best, an organization must begin with a staffing assessment to provide an analysis of the organization's workload and, through that, identify the number and level of positions that are needed. Many countries now use some form of staffing assessment. The Australian and US judiciaries have used staffing assessment methodologies for several decades now. They have found it a very effective tool for identifying the number of staff needed in relationship to the work to be done. The governments of Singapore, Indonesia, Albania, Ukraine and others are adopting or adapting a similar approach. These countries have found it a very effective tool for convincing legislative bodies to fund budget requests because staffing assessment provides a more analytical way to determine need.

The staffing assessment is followed by an analysis of the current workforce in relation to the needs. The difference between current staff and needed staff equals= the number and type of staff to be recruited - and the cost of those hires.

Armed with this information, it is possible to develop and execute a recruitment plan, bring the new hires into the organization and evaluate the results to see if results met expectations. This includes: What universities or other educational institution are the best sources? How will the jobs be marketed? Who will participate in recruitment activities? What are the timeframes? What are the costs to be incurred and the benefits to be gained by the recruitment effort?

Bringing new hires into the organization includes: orientation and training, assigning a mentor, assuring that there is interesting and challenging work to be done; and assuring that the supervisor provide coaching, performance assessment and advice.

RECRUITMENT SUBSYSTEM: SUCCESSFUL PRACTICES



In addition, these systemic and analytical processes support anti-corruption efforts by helping to ensure that the HOO is a well managed organization. They also provide the basic data that allows the finance and payroll program know that there is an appropriate correlation among the work to be done, the number of employees required to do the work, and the amount of money that is paid to employees for the goods and services they produce.

When the HOO has had the opportunity to address the above issues, it should also turn its attention to the issue of employee engagement. Employee engagement is defined as a heightened connection between employees and their work, their organization, or the people they work for or with. Engaged employees find personal meaning in their work, take pride in what they do, and where they do it, and believe that their organization values them.

There are six themes that indicate engaged employees.

- Pride in one's work or workplace;
- Satisfaction with the organization's leadership;

- The opportunity to perform well at work;
- Satisfaction with the recognition received;
- Prospects for future personal and professional growth and development, and
- A positive work environment with some focus on teamwork.

This is generally consistent with the findings of the Gallup Organization which has been conducting research on employee engagement for the last three decades or more. The Gallup Organization has conducted hundreds of thousands of interviews with employees of public and private sector organization around the world. The results of this longitudinal research confirm that the degree to which an employee is engaged in his/her work is a primary indicator of an organization's ability to meet it strategic goals and objectives.12

Recommendations

1. Using the goals and objectives of the HOO Strategic Plan (2011-2013) and agency's experience over the last two years, identify the work procedures/guidelines to be reviewed, mapped, analyzed and revised to improve their operational effectiveness and efficiency, and then conduct those reviews and revise procedures/guidelines as needed.

2. Revise the job descriptions to define appropriately the work tasks to be accomplished, and the responsibilities and authorities exercised by the employee holding the job. Also identify the competencies, experience, education and developmental assignments needed to assure well qualified employees. Use these revised job descriptions as the basis for a more refined recruitment program to attract and retain well qualified employees for HOO.

3. Develop and implement a staffing assessment methodology to identify the type and volume of work to be done at the HOO. Use the results of this analysis to identify the number and types of staff needed to accomplish the work of the organization.

4. Based on the staffing assessment, develop and implement a workforce planning program that analyzes the presence or absence of needed skills in the workforce. Once this information is known, use the results to design the annual recruitment strategy and plan, the education and training strategy and plan, and the job rotation strategy and plan.

5. Conduct an annual evaluation of the "results anticipated" versus "results achieved" and adjust programs accordingly.

6. Develop and communicate personnel and payroll procedures for adding and dropping employees from the HOO. Assure that all personnel and payroll employees are properly trained.

7. Establish appropriate internal controls to provide the needed sets of checks and balances.[13] There are generally agreed upon international standards and processes for personnel and

[12] The Power of Federal Employee Engagement: A Report to the President and the Congress of the United States by the U. S. Merit Systems Protection Board, Washington, DC, September 2008, p. i and ii.

[13] Among the internationally recognized organizations are INTOSAI which provides international standards for internal controls. See http://intosai.connexcc hosting.net/blueline/upload/1guicspubsece.pdf for further information about this organization. Other sources include International Standards on Auditing (ISA) which are professional standards for the performance of financial audit of financial information. These standards are issued by International Federation of Accountants (IFAC) through the International Auditing and Assurance Standards Board (IAASB).

payroll procedures. For example, in the payroll department, the person who approves the time card should never be the person who prepares and signs the check. The individual or organization/firm who audits the payroll should be totally different from the individual who prepares the payroll.

8. Establish a program of announced and unannounced audits for the personnel and payroll activities of the HOO. These audits should be conducted at least every three months, and a written report of findings provided.

9. Hire a public accounting firm to conduct both the announced and the unannounced audits and to prepare a report of the findings. Make the general findings known to all.

10. Hold the Director of Human Resources and the Director of Finance accountable to assure that proper procedures are followed.

11. When the above are well under way, the HOO should turn its attention to ensuring that employee engagement is an area of focus for building the long-term health of the organization. Consider developing a survey or other method to measure employee engagement as a way to assess employee views of what works well within the organization and what needs to be improved. Research done around the world demonstrates that the individual who knows best what works and what does not are those who actually do the work. These same individuals are frequently the ones who also know what the best solutions are for the problems identified.

3.4 Remuneration

Based on the assessment team's interviews and other data gathering there is a strong perception among HOO managers and supervisors that the HOO is unable to attract and retain the number and quality of staff required to carry out its legal mandates successfully because of the remuneration levels offered by the GIRoA. The team learned that except for staff that are MCP, UNDP advisors, and superscale, HOO staff get paid salaries only up to $200 per month, which is hardly enough to live on, a source of resentment toward staff receiving salary supplements, and an incentive for abuse of office to make ends meet. Salary inequity is a major problem.

The dilemma for the donor community is whether or not to continue these programs which ultimately undermine the whole idea of capacity building and sustainability. These salary supplement programs might be measured in terms of short-term gains but long-term loss. Since none of the donor-supported "top-up" programs are sustainable over the long term, the Ministry of Finance and the CSC need to develop a new plan of action or find a way to increase the basic salary of all civil servants.

Before the HOO concludes that the remuneration schedule is insufficient to attract a well qualified staff, some data gathering and analysis are needed to identify what a competitive remuneration package would need to include in the way of base salary, incentives, allowances, benefits and other components in order to attract and retain the desired workforce. Armed with this specific information and analysis, the HOO would be in a much better position to argue its case for a different remuneration package.

The examination of remuneration issues should begin with an understanding of certain basic principles about remuneration. Remuneration includes base pay, incentive pay (bonuses or awards of money for achievement), all benefits such as health insurance, life insurance, pension, paid leave from the job for vacation, sickness, death, paid holidays, allowances for uniforms, transportation to and from work in the form of a car and driver or subsidized public transportation, assistance with education and similar items. Most public organizations and public sector employees focus on the basic remuneration – the money taken home each pay period. This failure to consider the total compensation package does harm to both the employee and the public organization. The employee sees himself or herself as less well paid then is actually the case, and the organization spends a great deal of money and receives relatively little benefit in terms of employee satisfaction and loyalty.

> Public labor markets have two important characteristics which accounts for the interest in their operation. First, public sector labor markets are large – in most developed countries the public sector workforce accounts for over 15% of total employment. Second, public sector labor markets are different from private sector labor markets. Most importantly, politicians or bureaucrats may have objectives which differ from those of the owners of private sector firms, and the political system can allow scope for achieving those objectives where the market system would not.[14]

For example, it is not uncommon to find that lower skilled employees earn relatively more than higher skilled employees in the public sector. This is done because it tends to promote a middle class and it tends to keep a more stable social, economic and political climate in a country. It also tends to be used by both developed and developing nations.

The results of a 2008 remuneration study conducted in Romania may be instructive. The highlights follow:

- Despite the fact that spending on public sector pay rose 73 percent between 2005 and 2007 (much faster than GDP), there was no evidence that the government was able to attract and retain staff at a much higher level.
- Base pay remains a disproportionately small percentage of total salary in Romania while in Europe and the United States base pay is significantly higher. In the US, for example, at the federal level benefits and allowances make up 25-30 percent of total compensation.
- To the extent that a seniority system is in place, there is a lack of a proportional relationship between compensation and job requirements.
- Current compensation strategies and career ladders make public service unattractive.
- The insistence on across the board raises fails to take into account varying labor rates.
- The government systems suffer from the lack of sufficient technology systems and reporting policies with which to analyze the fiscal cost and impact on equity of various policy options.

To begin to address these issues, the authors make four recommendations:

- Conduct a job evaluation to analyze the impact of the policies
- Reduce the impact of allowances, especially the seniority allowance, especially on total compensation.

[14] Robert G. Gregory and Jeffrey Bortland, Handbook of Labor Economics, Volume 3, Part 3, 1999, Pages 3573-3630

- Develop a labor market survey to compare compensation of different subcategories with private sector comparables.
- Develop a medium term pay reform strategy.[15]

There are also useful lesson in the experience of the Government of Indonesia. Indonesia has used higher remuneration rates as an incentive to encourage reform, greater transparency, reduction in corruption and as a way to establish a direct link between remuneration and performance. They have had some success with reform moving more quickly because increased remuneration was directly tied to reform progress. However, as with the Romanian government, all government employees are paid under the same general structure in terms of base pay. Thus, unless there were increases for every public employee, the only source of increase was to increase the allowances. Based on perceptions, this experience has taught the justice sector several valuable lessons. The first is that the power of remuneration to influence behavior, conduct and performance is relatively limited. The increase must be directly linked with other human resources systems such as developing career ladders and tracks and having a rotation system that ensure the replacement assignee is well trained for the new position. The Indonesian rotation system for professionals has a relatively short term of duty - for example, every 9 to 36 months to indicate a range. There is not currently a component of that rotation system which assures that whoever is moving to a new assignment has the training, education, and/or learning required to do the reform aspects of the new assignment. This has resulted in some frustration on the part of the government reform teams and leaders because progress is not as fast as had been hoped because the replacement assignees have not had the advantage of the special emphasis on training that was part of the initial reform efforts. As is the case with many remuneration systems and cultures, once the money is in the pocket, its power to influence behavior tends to fade.

To put all of these issues into perspective, the total of HOO's ordinary and development budget is $3,061,532. Out of the $1,987,442 ordinary budget, the amount of $1,297,000, or 42 percent has been allocated for personnel costs. There are two different ways of looking at this very significant expenditure. The historical way is to view employee direct remuneration and allowance and other related expenditures as costs. From this perspective, the most effective risk management strategy is to try to reduce the costs. If this were to be the prevailing perspective, then conducting a labor availability survey and remuneration survey and other efforts to identify a remuneration philosophy with associated policies and practices could be seen as additional and perhaps unneeded expenditure.

Today, however, we live in a global knowledge economy. The value of employees is in their brain power, their knowledge, their experience and their willingness to be fully engaged in achieving the HOO's strategic goals and objectives. There is no policy or procedure that will be developed and no corruption investigation, no anti- corruption communications strategy and plan that will ever be developed without well qualified employees working at HOO. The most successful public sector and private sector organization in the world understands that employees represent a significant investment which is made in order for the organization to conduct its business successfully. Thus, it is appropriate for the HOO to make additional investments in such things as a labor availability survey and remuneration survey to identify the level and type of remuneration that is required to attract and retain a well qualified staff.

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[15] "Public Sector Pay Practices in Romania: Public Sector Trends and Detailed Analysis of Local Government Contract Employees, The World Bank. March 12, 2008, page 10. See http://siteresources.worldbank.org/ROMANIAEXTN/Resources/PublicSectorPay.pdf for the complete report.

The HOO is an organization whose work demands knowledge workers. Thus it must make the investments required to identify the levels and types of remuneration and intrinsic and extrinsic incentives required to attract and retain the needed workforce.

Recommendations

1. Using, at a minimum, the mission critical occupations conduct two related labor market/remuneration surveys. One survey, or set of questions in a single survey. should be directed at identifying the presence of the occupations and types of competencies needed by HOO, e.g., lawyers, accountants, financial analysts, public administration experts and others, whose positions are identified in the current Kabul and Afghanistan workforces. If possible, it would also be useful to know the number of these individuals who are enrolled in local or other universities to get a sense of the supply chain for these talents. Armed with this information, the HOO can then make an informed decision based on current and future projects about what will be required to attract and retain the workforce it needs.

2. The second survey, or set of questions for a single survey, should identify the public and private sector competition for these talents, and gather information on the remuneration policies and practices that allow these public and private sector organizations to attract well qualified candidates and to hire and retain well qualified staff.

3. The HOO should also consider developing its own remuneration philosophy to guide its suggestions to the GIRoA for a revision of either the Government's remuneration policies or the granting of exceptions to these policies for HOO. A remuneration philosophy considers such issues as:
    a. Does the organization need/want to pay at the mid-level of the average remuneration range, the lower or the higher end of the range?
    b. What incentives can be offered to make the HOO an employer of choice in a highly competitive market? Is it training and education? Is it special assignments which enhance professional knowledge and capacity? Is it the opportunity to work on the most sensitive and complicated cases? Is it the opportunity to convince others in government that transparency and ethical behavior makes sense for public and private sector employees, and for all citizens of Afghanistan? Identifying what appeals to the best qualified candidates can be a powerful recruitment tool.
    c. How are the contributions of the most effective performers to be recognized?
    d. How will poor performers be dealt with?

4. In developing this information and the solutions that will flow from the data gathered, the HOO should identify the interested stakeholders, civil society groups, donors, universities and other relevant parties, and work closely with these individuals to build a constituency of supporters for the reforms that are ultimately recommended for adoption.

3.5 Training

The Afghanistan Civil Service Institute (ACSI) is just completing a Training Needs Assessment (TNA) of the HOO as part of its mission to offer training to all ministries and agencies of

Government.16 Of 172 TNA survey forms distributed to HOO staff in late 2010, 143 were returned. HOO staff commented that they believed that ACSI was not capable of offering the specialized and technical types of training that the HOO needed. ACSI staff also verified that they could not offer the legal skills training needed by HOO.

Developing a plan for future technical training at the HOO should be based on an analysis of staff knowledge in relationship to job knowledge and skill requirements. When the same types of skills are needed across departments, HOO-wide training programs can be developed. Since many skills needed by HOO staff are unique in government, much HOO staff training will have to be on-the-job training (OJT) as opposed to formal classroom training. Training plans should be based on behavioral, observable, and measurable objectives where the objectives match job tasks. If the ACSI findings are inconclusive, another set of assessment tools, perhaps conducting small focus group workshops with HOO staff, should be used to elicit training needs.

Those interviewed at ACSI stated that in addition to the five basic courses that ACSI offers (in leadership and laws, management skills, training of trainers, office technology, and pay and grading), the Institute also offers courses in finance, procurement, human resources, budgeting, planning and strategy, management, and leadership. They can also offer specialized courses in response to agency requests. For example, department heads would benefit from training in providing and receiving feedback, delegation of authority, teamwork and, at all levels, staff should be better trained in computer-based skills, English language, and organizational development.

In order to build the professional development system for the mission critical occupations of HOO, the organization must further refine the organization structure and the job descriptions for positions within HOO.

International Successful Practices to Address the Issues Identified

Because getting started with the right set of experiences, knowledge and skills is so essential to the longer term success of the HOO, the organization may wish to consider some less traditional approaches to knowledge and skills acquisition. For example, three excellent examples of the skills needed to pursue anti-corruption endeavors successfully can be found in Singapore, in the Malaysian Anti-Corruption Academy, and the practical, start-up experiences of the Corruption Eradication Commission in Indonesia. The HOO might want to consider using study tours to one or several of these institutions to learn from their experiences. It may also ultimately be cost effective to have several of the HOO's key leaders and/technical experts attend a selection of courses at the Malaysian Anti-Corruption Academy. For "on the job" learning, the Indonesian Corruption Eradication Commission is an excellent venue to learn first-hand about the perils and successes that often occur when a new organization is in the first years of its life. Furthermore, it might be very instructive to invite the appropriate person from the ACSI to join the group on this trip because of the opportunity to learn first-hand about the training needed by corruption agency professionals.

Another alternative would be to invite some of the experts from Singapore, Malaysia and Indonesia to come to Kabul for a two-three week stint to share experiences and learning with their HOO colleagues. Another alternative along this same line would be to establish mentors or

[16] The TNA report has not yet been issued as of the writing of this assessment.

professional partners between certain HOO staff and their counterparts in Singapore, Malaysia and Indonesia in order to provide a more experienced professional with whom the HOO staff could consult. There are probably a number of other low cost/no cost options – for example, through the ADB/OECD Anti-Corruption Initiative -- for helping to assure the HOO staff receive the professional development needed to get both the organization and the employee started on a path to successful job performance.

Recommendations

While the HOO is getting itself organized and acting on some or all of the other recommendations in this report, the Director General should consider the following:

1. Identify the 2-3 most pressing training needs of HOO. Identify where these training needs can be fulfilled, remembering that there appear to be a number of options for assistance available in countries that have relatively easy reach to Kabul.

2. Send several high performing HOO staff to attend needed classes and/or to meet with/learn from professionals in other parts of the world who have already successfully walked down the path the HOO wants to trod. Entice those long distance mentor/coaches/trainers to come to Kabul to share their knowledge with appropriate HHO staff. Use this opportunity to establish longer term relationships between the HOO and these institutions in other countries.

3. Make sure any visits which result as a consequence of the above two recommendation are very organized and structured so that those attending the sessions have ample opportunity to learn from these experts.

4. Meet with the ACSI to begin discussions about training needs. Incorporate the ACSI staff into the training working group HOO is using to achieve its work.

3.6 Strengthening Staff Performance

As with many of the human resources management areas discussed above, performance management policies and procedures are governed by the IARCSC. During this HR assessment, we did not have the opportunity to conduct structured observations of the work assignments and work processes of all HOO employees. However, from the structured interviews we did conduct, there appears to be a gap between the work that needs to be done and the work with which employees are engaged. Thus, an important issue for the HOO leadership to address is assuring that the staff understands the strategic priorities of the organization and is focusing its attention and energy to these priorities.

The law, the HOO Strategic Plan, the National Anti-Corruption Strategic Program and other documents discussed earlier in this assessment lay out the legal, policy, and procedural requirements. What is not yet as fully developed as it should be is the translation of those requirements into day-to-day tasks and assignments.

Strengthening staff performance begins with assuring that the department managers have developed or are developing operational plans and priorities which translate general mandates into specific work assignments.

If the HOO experience is similar to other newly established organizations, putting in place an effective and efficient performance assessment system and process, within the general policy and procedural guidelines established by the IARCSC, will take several iterations. For now, what is important is to work with Department Directors and the immediate supervisors of employees to ensure that:

- The managers and supervisors have a clear understanding themselves of the work to be done, the priorities of that work, and that there is agreement between the Deputy Director General, the Department Director and the managers and supervisors on these matters.
- The managers and supervisors can then translate these agreements into appropriate work assignments for individual staff members.
- The mangers/supervisors can then provide some general assessment of the ability, experience and knowledge of employees to carry out those assignments successfully based on performance to date. However, until the job descriptions are strengthened, it will be difficult to establish more than basic performance requirements.

The fundamental dimensions of performance assessment involve measuring the quality, quantity and timeliness of work performed in relationship to the specific organization's operational goals and objectives. Establishing a few performance requirements along these lines constitutes a good beginning to establishing a culture of performance within the organization. At this stage in its development, the HOO should not burden itself with an overly complex, competency-based performance assessment rating system. It is likely to fail and will then establish a perception that performance assessment cannot be done successfully. Instead, we suggest the following steps be considered in addition to those discussed above.

- Identify core performance expectations, for example, employees are expected to report for work between the hours of x and y; assignments from supervisors will include a discussion of the timeframe within which assignments are to be completed and the quality and content of the completed product; and whether the employee is to produce a draft for review or produce a final product without a review draft.
- If there are several different types of jobs in an organization, for example, attorneys and financial analysts, identify the performance expectations that are specific to the occupation and the work of that occupation.
- Communicate these performance expectations to all employees and let them know that the supervisor will be talking with them periodically, for example, once a week, at the beginning, middle and end of an assignment, or whatever is the appropriate timing for discussions
- Make sure that the supervisor himself/herself actually has the experience and training needed to carry out these responsibilities successfully.
- The next level supervisor/manager should be doing the same for the supervisor of the individual employees.

For performance assessments to be successful, the Deputy Directors General will need to make clear that performance assessment is not a "nice to have" but an essential part of every supervisor's and manager's job, and that the supervisors' and managers' own performance will be judged in part on how well he/she carries out the performance assessment responsibility. And then, the Deputy Directors General will have to make that a reality. In performance assessment, the leaders of the HOO must lead by example.

As to the issue of the basic competence of HOO employees to perform successfully the work for which they were hired, there will need to be a basic assessment conducted and a conclusion reached about the capabilities of each employee. The initial assessment can be made based on the work performed to date in relationship to the assignments made. If deficiencies have been noted, the supervisor is the one responsible for working with the employee to correct those deficiencies.

After the HOO has identified its mission critical positions and the competencies required to perform those jobs successfully, then a more complete assessment of each employee's abilities can be conducted. Training programs should be developed when performance does not match standards.

International Successful Practices for the Issues Identified

Governments and their leaders around the world have all acknowledged that successful performance management is among the most difficult of all supervisory responsibilities. They have also acknowledged that it is one of the most fundamental and important duties of organizational leadership. Successful performance assessment practices include the following:

- There must be a direct link and alignment between the organization's strategic goals and objectives and the performance requirements levied on employees of specific HOO departments.
- The supervisor is the single most important leadership link between the employee and the performance assessment process. It is the supervisor who must translate the strategic requirements into operational assignments and into specific work products the employee is to produce.
- The supervisor is also the individual who communicates performance requirements and expectations to the employee, holds the employee accountable for achieving these results, and assessing the degree to which the employee is successful at achieving the required performance results.
- This pivotal role played by the supervisor means that the supervisor must be trained so that he/she can carry out these responsibilities successfully. The single greatest point of success in performance management can be directly linked to the investment the organization makes in ensuring that supervisors have the skills and knowledge needed to conduct successful performance assessments. Conversely, the single greatest points of failure for performance assessment can be directly traced to a lack of training provided to supervisors in their performance management responsibilities and not making sufficient time for the supervisor to carry out these duties successfully.
- Appraisal should be a continuous process throughout the year. Performance difficulties ought to be discussed as soon as they are detected instead of deferring discussion and counseling until the end of the year. Thus, the final rating at the end of the year should not be a surprise to either party.
- Appraisal should be based on the requirements and standards of the employee's current job. It should not happen in abstract terms.
- Appraisal should avoid emphasis of or bias toward recent behavior during the year. It should fairly cover the full reporting period.

In conducting performance appraisals, raters must:

- Guard against the “halo” effect or the dominance of a particular trait on the overall evaluation
- Avoid the “Lucifer" effect where bad performance in one area masks good performance in other areas
- Suppress personal bias or the interference of emotions, relations or preferences in the appraisal process
- Resist central tendency or the temptation to predominantly give average ratings, even when a different rating is deserved
- Apply uniform criteria and standards in all cases.

Recommendations

1. Within the general constructs of the IARCSC for performance management systems, the HOO should establish a basic performance management system and process.

2. Whatever system is designed should be very basic and be view as the first in several iterations which will be required to evolve into the most appropriate system for the HOO. The performance system should include a few critical qualitative and quantitative performance measures and metrics. At this stage of development, three to seven metrics are most likely all that the HOO can manage to create and use successfully.

3. The executives, managers and supervisors of HOO should take a very active and visible part in the development of this system.

4. Employees should be consulted and their views considered when designing the initial performance management system and processes.

5. All HOO leaders and employees should be trained in the requirements and processes of the system that is developed.

6. A pilot of the system should be developed and used to test the performance management system design and process to assure that there are no unintended consequences which will disrupt and reflect negatively on the idea of performance management and assessment.

7. The system should be evaluated each year for the first three years to identify what is working and what needs to be adjusted in the system design itself and in the knowledge of the HOO leadership and employees. The results of this evaluation should then be integrated into the performance management system and process.

3.7 HR Management Information Systems

There are already efforts to create an HRMIS within the HOO HR department. This will transform what are now 100% hard copy files into electronic form. The additional benefit of creating an HRMIS is that it can be a model for other databases for case tracking, complaints monitoring and other HOO functions where an MIS would provide more accuracy and timeliness in data tracking.

Within the HOO HR department, the following actions have already begun:

1. Personnel folders and forms are being converted to a database
2. Performance appraisal forms are also being converted to a database.

A personnel system had been developed for the HOO but due to a lack of training, it was never implemented. The IARCSC has this system and could be called on now to activate it; as well, additional functions can be implemented to make the system more useful and user-friendly. The various functions of a typical HRMIS include: administration, personal information management, leave, time, compensation and benefits, recruitment, performance, and reports modules.

The initial HRMIS should contain just the essential data elements and be constructed in such a way that it is easy to use and easy to revise as the HOO increases its ability to use these automated tools.

Fundamental to establishing the HRMIS will be a commitment to providing the training needed to use whatever system is developed.

As the current experience demonstrates, resources must be made available to conduct the training, to maintain the system and to assure that there are sufficient human, financial and technical resources to take advantage of the investment being made to develop the system. International experience of HRMIS systems is that most founder not at the development stage but at the implementation, use and maintenance stages. If the HOO does not have the resources set aside for implementation, use and maintenance, the organization should not waste its time and resources on system development.

4. NEXT STEPS

This report contains many recommendations to improve the HOO's human resources programs and practices to provide a culture and work environment that will allow the organization to attract and retain a well qualified staff to carry out the legal mandates and strategic goals and objectives of the organization.

4.1 Setting Priorities

The issue now is to decide on the priorities of those recommendations. As is usually the case in these types of reports, certain recommendations address foundational issues, meaning that they provide the framework within which other actions must take place. The foundational recommendations in this report are those which address the issues of:

- An accurate and effective organization structure that eliminates duplication of authorities, responsibilities and tasks to be accomplished. Clarification of the organization chart begins with a mapping of the work processes in the various departments because this is the quickest and most reliable way to identify very specifically the duplications and overlaps that exist within the current organization structure.

- The revised organization structure should also include a document which records the legal authorities and accompanying policy areas, as well as the authorities and accountabilities which belong to each segment of the organization structure.

- Accurate job descriptions that properly document the work tasks each job is to accomplish, the responsibilities and authorities to be exercised by the employees assigned to those positions, and the performance expectations against which the employees will be judged.

- Use the revision of the organization structure and the revision of job descriptions as an opportunity to confirm the number of actual positions and employees in those positions for each segment of the organization. Once this work is completed, the results can again be compared to the official records of the Ministry of Finance to identify any discrepancies between official records and the realities of who actually works in the HOO.

The organization chart, the mapping of current processes, and job description revisions should be accomplished in a relatively compressed period of time given that detailed organization charts already exist and the initial job descriptions already exist. Given the workload of the IARCSC which must participate in the job description development, we recommend that the initial redrafting of job descriptions be accomplished by the 4A project staff in cooperation with the HOO HR department and IARCSC advisors. Once these drafts are prepared, the HOO has the tools needed to address the other issues and recommendations of the report.

Successful completion of these foundational activities will require both the support of the Director General and other key leaders of the organization, and their making the necessary human and fiscal resources available to the team assigned to do the work.

The next set of priorities should include the following:

- Identify the mission critical occupations.

- Develop and conduct the labor availability survey. The survey development methodology and process, as well as the initial research on the Kabul and Afghanistan labor markets can be done while the earlier priorities are being addressed. When they are completed, the draft methodology can be adjusted to reflect any changes that should occur based on the structure and job descriptions.

- Develop a detailed plan to implement the results of the ACSI training needs assessment. Activities can include confirming that these are the training needs and priorities, and identifying sources and methods of acquiring the training or other developmental activities. Supervisory training should be considered a priority item in the identification of training priorities. This task can occur while the earlier tasks are under way. The results of the organization revisions and the job descriptions can be appropriately incorporated into the final version of this product.

- A special team should be assigned to develop the change management/implementation strategy and the communications component of this plan. This team should include a trusted advisor and representative of the Director General. The person placed in charge of this activity should have successful experience in designing and leading organization transformation efforts.

  As discussed in prior sections of this report, a critical success factor for organization change is to develop an implementation strategy and a detailed plan to put the strategy in place. The Director General and his colleagues will want to weigh the priority of these recommendations in relationship to others that need to be undertaken. Of consideration in making the final decision is not only the priority, but how much change can the organization absorb in a particular amount of time.

With all of the above activities under way, the HOO leadership can decide on the order in which all of the other recommendations are accepted and acted upon.

4.2 General Implementation Principles and Practices

Greater HOO and IARCSC engagement is needed to get many of the HR recommendations into action

The HOO should create a Human Resources Assessment Coordinating Committee (HRACC) to coordinate activities within the HOO and coordinate with the IARCSC. The HOO might consider establishing a Reform Implementation Management Unit (RIMU), units that were created in 2007 for all ministries to support change in accordance with IARCSC guidance.

Get buy-in by top and middle management at the HOO – as well as from staff - for any restructuring

The following steps are recommended:

- Translate this report,
- Hold staff workshops on why recommendations of this report will improve HOO performance
- Get staff feedback
- Create action plans that identify who does what by when – and with what accountability.

External Advisory Group

The Director General may want to establish an advisory group with external representatives from ministries and civil society groups and use this to build support for HOO activities and transparency. Such groups exist to advise anti-corruption agencies in other countries and they can be used as models. The advisory group should be relatively small – 5 to 7 individuals – and its members should be supportive of the HOO mission and functions and have the obligation to help the HOO build support for anti-corruption activities within government and the private sector.

ANNEXES

Annex 1. Alignment between HOO Law and Tashkeel Organization Structure

HOO Law, Articles	Tashkeel Relationship to HOO Departments
Article-1#1, 2, 3	Monitoring ,Oversight Department
Article -2#	Prevention, Oversight, Media & Public Out Reach Departments
Article -2#5	Strategy & Planning, Gender Unit, Value (Utility, Benefits) Departments
Article -2#6	Prevention, Case Tracking, Oversight, Media & Public Out Reach Departments
Article -2#7	Oversight, Media & Public Out Reach Departments
Article -3#1	Case Tracking, Compliant Departments
Article -4#In the Country	Regional Offices Department
Article – 5	HOO
Article -6#	Strategy & Planning Department
Article -7#	Prevention, Oversight, Compliant Departments
Article -8#	Administration & Finance-Deputy , IARCSC
Article -9#1, 2, 3	Prevention, Oversight, Strategy & Planning Departments
Article -9#4, 5, 6	Review (Research), Prevention Department
Article -9#7	Oversight Department
Article -9#8	Prevention Department
Article -9#9	Human Resource Department
Article -9#10	Oversight Department
Article -9#11	Oversight Department
Article -9#12	Asset Registration & Verification Department
Article -9#13	Strategy & Planning, Asset Registration & Verification Departments
Article -9#14	Prevention Department
Article -9#15	Case Tracking, Compliant Department
Article -9#16	Chief of Staff Department
Article -9#17	Human Resource Department
Article -9#18	Media & Public Out Reach Department
Article -9#19	Director General of HOO
Article 10#	Case Tracking and Complaint Department
Article 11#1	Coordination related to others
Article 121, 2	Asset registration , Department
Article 13 1,2	Case tracking Department
Article 141	Complaint Department
Article 151 ,2	Oversight, HR within HOO 3 – not HOO requirement
Article 161,	HR Department
Article17	HR Department
Article 18	Case Tracking Department
Article 191,2	Attorney General, Case Tracking Department
Article 20	Other Law
Article 21	Informed other law

Decree 611 (Farman)	
2, 3	Oversight Department
4,5	Case tracking Department
6	Strategy & planning ,MoU Department
7	Complaints ,case tracking Department
8	Strategic planning ,Monitoring Evaluation Department
9	D.G, Above HOO Committee
10, 11,12	Prevention (282) Department
13 ,14	Asset Registration, Verification Department
15	Planning Strategy Department
16	Complaint Department
Executive order (Hukum) 1389 (2010)	
Article 1	Strategic Plan Department
2	Prevention Department
3,4a	Planning Strategy Department
4b	Case tracking ,Complaint , Oversight Department
5	Complain ,Case Tracking ,Oversight Department
6,7	DG-HOO

Annex 2. Documents Reviewed

HOO Strategic Plan- 2011-2013 (2010)
Government of Afghanistan Anti-Corruption Plan (2006)
Afghan Perception and Experiences of Corruption, A National Survey. Integrity Watch Afghanistan (2010)
Assessment of Corruption in Afghanistan, March 2009 (USAID)
London and Kabul Conference Communiqués (2010)

Annex 3. Proposed Implementation Plan

Priority Areas	Actions	Timeframes	Responsibilities (with HR WG)
1. Establish HOO Human Resources Working Group (HR WG)	a. Director General assigns key HOO managers and IARCSC advisor to Working Group to guide and review proposed reforms; 4A Project will provide direct technical assistance	Within 2 weeks after HOO approval of report recommendations (by 30 July 2011)	Director General, 4A Project
2. Design and implement a revised organization structure and job descriptions that are better aligned with workload	a. Design realigned organization structure to better achieve strategic goals, maximize business processes and reduce overlap; Get HOO leadership approval; Present to IARCSC	20 July – 15 September 2011	4A Project
	b. Conduct a workforce/workload analysis that links type and amount of work within each organizational unit with type and number of job positions	1 August – 15 September 2011	Human Resources Unit, 4A Project
	c. Update job descriptions to clarify work tasks, competencies, responsibilities and authorities, as well as identify requirements for positions	20 July- 15 September 2011	Human Resources Unit, 4A Project, IARCSC
	d. Conduct labor availability survey to assess realism of recruiting to new job descriptions; revise job descriptions based on results	15 August – 30 September 2011	4A Project, IARCSC
3. Design and implement training program for staff	a. Identify highest priority training needs, develop them into a training plan, and determine how needs can be satisfied	20 July – 30 August 2011	ACSI, 4A Project
	b. Begin implementation of plan	15 September - onward	4A Project, ACSI
4. Establish internal controls to ensure integrity of workforce	a. Conduct desk audit to confirm that active HOO personnel and payroll are consistent	1 September – 30 September 2011	Human Resources Unit, 4A Project
	b. Develop human resources procedures, based on international best practices, to ensure internal controls on personnel and payroll activities	1 October – 15 November 2011	4A Project

5. Establish a remuneration and incentive strategy to attract and retain staff	a. Assess alternate salary and incentive strategies and their applicability to the HOO; make recommendation based on realistic options	1 October – 15 November 2011	4A Project
6. Establish basic performance management system for personnel	a. Assess alternate performance management systems and make recommendations	15 November – 15 December 2011	4A Project
7. Establish basic HRMIS system	a. Review existing IT systems for the HR function, revise the systems, conduct training, and ensure resources are available for proper maintenance over time	1 August 2011- onward	IT Unit, 4A Project
8. Establish External Advisory Group	a. Director General establishes advisory group of external representatives (5-7 members) from ministries and civil society groups to build support for HOO activities and enhance transparency; 4A Project to provide technical support	1 September 2011 - onward	Director General, 4A Project