

A Guide to Government in Afghanistan

**Case Study:
Faryab Province**

March 2004

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Preface

This report summarizes the findings from one of six provincial assessments undertaken by the Afghanistan Research and Evaluation Unit and the World Bank. The six provincial assessments (Badakhshan, Bamyan, Faryab, Herat, Kandahar, and Wardak) were undertaken between December 2002 and July 2003. Provincial assessment teams consisted of national and international public administration, public finance, health, and education specialists who interviewed relevant government employees, NGO staff and local community leaders in provincial capitals as well as in several districts in each province.

The main results from this study are contained in two separate volumes:

A Guide to Government in Afghanistan is a factual reference volume, and has three objectives:

1. To provide newcomers to the administrative and political scene in Afghanistan with a basic guide to the structures and processes of government;
2. To provide reformers with some understanding of how to work "with the grain" of the existing institutional arrangements; and
3. To pay tribute to the remarkable people who have kept the system running and who are now reforming it.

Subnational Administration in Afghanistan: Assessment and Recommendations for Action outlines some specific recommendations resulting from these studies.

Acknowledgements

A project team was sent to Faryab, from November 26 to 30, 2002. In addition to Maimana city, the team made visits to Giziwan, Belcheragh, Shirin Tagab, and Dawlatabad districts. The team members and their agencies were as follows:

Farooq, Ghulam	CARE
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McKechnie, Alastair	World Bank
Saboor, Amin	AREU Consultant
Tokhi, Rafi	AREU
Tully, Anne	World Bank
Van Gelder, Linda	World Bank
Wilder, Andrew	AREU

In addition, Yasin Osmani (consultant to AREU) conducted a follow-up mission to Maimana in June 2003, focused specifically on data collection. UNAMA provided generous logistical support to the mission.

Faryab Province Case Study

Introduction

Faryab province is located in the north of Afghanistan, and shares a border with Turkmenistan. Snow cuts off some of the districts in the winter. The only electricity in the province comes from a few generators in Maimana, as well as the occasional private generator. Telephone communication is virtually non-existent. The province has also been badly affected by drought in the last few years.

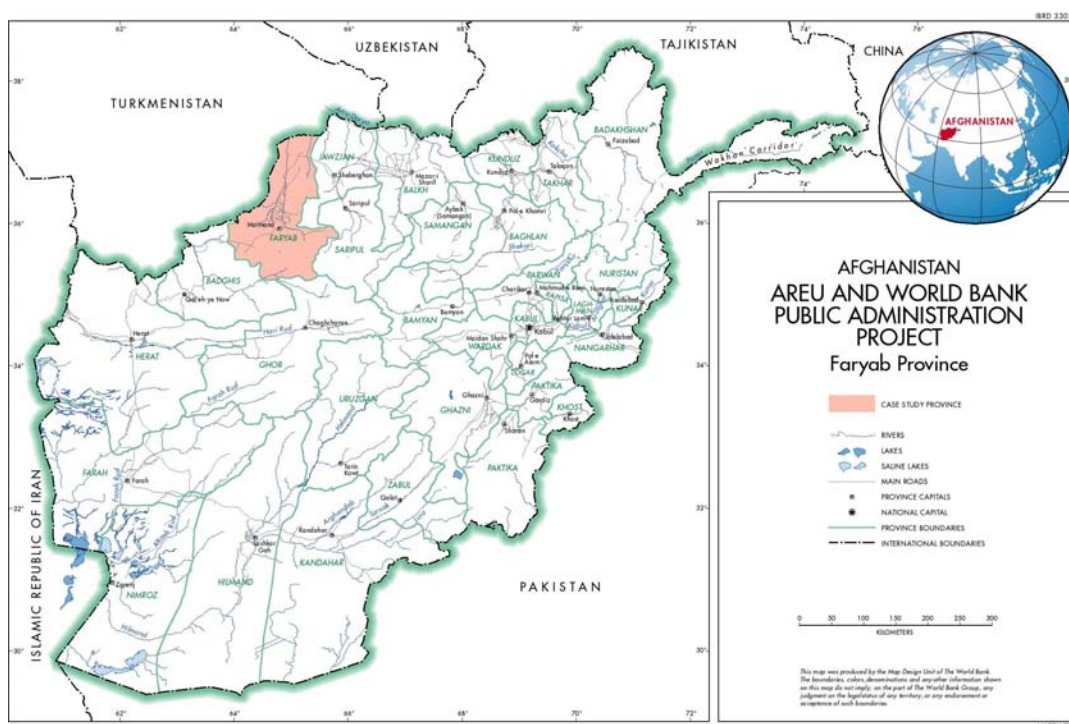
The province contains a mixture of Uzbek, Turkmen and Pashtuns, the latter gaining power under the Taliban.

The political situation in Faryab at present is similar to that of many other provinces – it is caught between regional power centers, related to the changes in power that have gone on there over the last decade. The governor, albeit technically appointed by Kabul, is dependent on Rashid Dostum, the regional power broker. In addition, the military power is not in the hands of the civilian governor, but rather is in the hands of local commanders, some of whom are at odds with one another. Thus the governor has little ability to enforce laws, resolve disputes, or even collect revenues coming into the province. Since the governor is more dependent upon the regional authorities than the government in Kabul, provincial authorities take their problems and requests to the regional rather than national level for resolution.

At the time of the mission, the provincial Governor reported that Faryab had nine approved and three unapproved districts, meaning that although the government in Kabul had not approved these three districts, they did function as administrative districts within the province. These unofficial districts had district headquarters and, where they were able to find resources and/or a cooperative NGO, schools and clinics were established. (How these district administrative centers were funded is not clear.) The Commander, through the Governor, appointed the *Uluswals* in this area with approval from Kabul. The Governor also reported that several other areas are aspiring to become districts.

Officially, there are four additional districts under Faryab's jurisdiction that lie on the border with Turkmenistan; however, they have *de facto* fallen under the political control of Jowzjan, Dostum's home province. Although these districts receive their *tashkeel* and *takhsis* from Kabul via Faryab, payroll processing and revenue collection are managed through Jowzjan.

Figure 1: Map of Faryab Province



Fiscal Relationships

Revenue Collection

The only customs post is in the northern corner of the province and has, according to interviewees, been assigned to a supporter of Dostum. Without any access to customs, the province can collect only small amounts of domestic revenues. In 1381, revenues reported by the province totaled 6.6 million afs, or approximately 8 per cent of total spending for the year. Table 1 provides a breakdown of revenues by district, and Table 2 lists the various types of revenue collected.

Table 1: Faryab Province, Total Revenues by District for 1381

Table 1: Faryab Province, Total Revenues by District for 1381				
#	District	Revenue for the 12th Month	Revenue for 1st 11 months	Total Revenue Collected
		afs (new)		
1	Maimana City	4,635,410	1,297,278	5,932,688
2	Dawlat Abad	152,243	14,436	166,679
3	Tagab-e-Shereen	37,652	36,942	74,594
4	Khoja Sabz Posh	49,350	1,080	50,430
5	Balcheragh	27,338	10,820	38,158
6	Garzeewan	76,703	22,360	99,063
7	Pashton Kot	101,865	43,001	144,866
8	Qaisar	64,643	5,199	69,842
9	Almar	20,450	7,769	28,219
10	Kohistan	0	0	0
	Total	5,165,654	1,438,885	6,604,539

Source: Faryab Mustoufiat

Table 2: Faryab Province, Total Revenues by Category for 1381

#	Org. Code	Name of Tax or Fee	Revenue for 12th month of 1381	Revenue for 1st 11 months of 1381	Total	Per Cent of Total
1	1105	Commercial Tax	18,050	500	18,550	0.3%
2	1110	Small Business Tax	377,928	190,976	568,904	8.6%
3	1120	Property Revenues	141,212	12,103	153,315	2.3%
4	1125	Construction	57,211	4,285	61,496	0.9%
5	1130	Vehicle engine # change	1,000	2,000	3,000	0.0%
6	1135	Contract tax	102,114	33,632	135,746	2.1%
7	1140	Vehicles tax	91,857	11,132	102,989	1.6%
8	1445	Vehicles permit tax	1,656	1,758	3,414	0.1%
9	1150	Land Tax	240	0	240	0.0%
10	1155	Edible oil tax	36,978	44,174	81,152	1.2%
11	1195	Miscellaneous	99,298	5,550	104,848	1.6%
12	1205	Limited taxes	49,064	83,578	132,642	2.0%
13	1210	Incorporations tax	23,650	0	23,650	0.4%
14	2805	Arrears	38,789	1,660	40,449	0.6%
	1000	Direct taxes	1,039,047	391,348	1,430,395	21.7%
15	2125	Stamp and Printing	110,861	39,366	150,227	2.3%
16	2140	Snuff tax	52,842	0	52,842	0.8%
	2000	Indirect Tax	163,703	39,366	203,069	3.1%
17	3205	Agricultural resources (land lease)	968,161	33,100	1,001,261	15.2%
18	3405	Communications revenues	707,265	476,436	1,183,701	17.9%
19	3410	Radio advertising	28,445	870	29,315	0.4%
20	3420	Public Health	0	2,901	2,901	0.0%
21	3425	Transport	983,140	157,134	1,140,274	17.3%
22	3505	Government auction	107,380	0	107,380	1.6%
23	3605	ID	7,700	710	8,410	0.1%
24	3615	Priced paper and forms	10,885	1,020	11,905	0.2%
	3000	Revenue government properties	2,812,976	672,171	3,485,147	52.8%
25	4105	License and Permits	26,189	3,958	30,147	0.5%
26	4110	Commercial permits	174,971	18,264	193,235	2.9%
27	4205	Court revenues	325,167	72,179	397,346	6.0%
28	4210	Office of Right	34,639	5,020	39,659	0.6%
29	4315	Fine on tax delays	75,097	24,377	99,474	1.5%
30	4350	Traffic revenues	13,108	500	13,608	0.2%
	4000	Revenues from licenses	649,171	124,298	773,469	11.7%
31	5405	Government housed rent	92,593	50,177	142,770	2.2%
	5000	Government Property Rent	92,593	50,177	142,770	2.2%
32	6305	Arrears collections	137,793	111,305	249,098	3.8%
	6000	Arrears collections	137,793	111,305	249,098	3.8%
33	8105	Pensions	270,341	50,220	320,561	4.9%
	8000	Pensions	270,341	50,220	320,561	4.9%
		TOTAL	5,165,624	1,438,885	6,604,509	100.0%

Source: Faryab Mustoufiat

Budget preparation

Although departments in Faryab have traditionally prepared budget requests prior to the start of the fiscal year, this practice no longer occurs. However, once allocations are communicated to the line departments by their parent ministries in Kabul, department staff indicated that they prepare allocations for the districts

and provide this information to both the departments and to the district finance office, including an allocation for non-salary items. However, this information seems in fact to be limited to salary and staffing information only. The district finance offices have no sense of a budget beyond salaries, and simply pass on their non-salary expenditure needs to the province when they arise. This treatment suggests that the departments view the district offices as an extension of the department rather than as a separate entity for budget purposes.

The quarterly allotments are provided to each line department by their respective ministry, on form B20; beginning with 1382, a copy of form B20 is also provided to the Mustoufiat. However, no compilation of the total budget for the province is prepared. Table 3 provides such a compilation for the first quarter of 1382, taken from data available through the Ministry of Finance.

Table 3: Faryab Province, 1382 1 st Quarter Ordinary Budget Allotment by Department, by Category										
#	Department	Category/Code							Total	Total Non-Salary as % of Total
		Personal Emoluments	Services	Tools and Materials	Maintenance and Repairs	Land Structural Equipment	Subsidies, Grants, Cont. & Pensions	Total non-Salary		
		1000	2000	3000	4000	5000	7000			
		000's Afs (new)								
1	Courts	200,000	400	6,000	0	20,000		26,400	226,400	11.7%
2	Mustoufiat	928,000	85,000	24,000	33,000	60,000	12,000	214,000	1,142,000	18.7%
3	Defense	0	0	0	0	0	0	0	0	0.0%
4	Religious & Hajj	1,222,395	33,750	21,000	34,000	30,000	2,975	121,725	1,344,120	9.1%
5	Commerce	36,776	1,900	3,000	1,750	5,000	1,100	12,750	49,526	25.7%
6	Interior	2,668,300	21,500	3,806,800	247,900	106,000	34,800	4,217,000	6,885,300	61.2%
7	Education	19,077,900	251,800	300,000	353,000	120,000	0	1,024,800	20,102,700	5.1%
8	Higher Education	750,000	7,500	250,000	4,500	7,500	2,500	272,000	1,022,000	26.6%
9	Refugees	117,250	29,000	18,500	7,500	25,000	2,500	82,500	199,750	41.3%
10	Communications	336,796	1,500	72,000	2,500	0	0	76,000	412,796	18.4%
11	Information and Culture	353,500	10,250	23,750	38,000	50,000	5,000	127,000	480,500	26.4%
12	Public Health	2,340,092	134,046	1,080,400	77,288	60,863	0	1,352,597	3,692,689	36.6%
13	Women's Affairs	112,500	500	6,000	0	10,000	500	17,000	129,500	13.1%
14	Agriculture	1,002,952	6,575	27,750	7,525	20,250	50	62,150	1,065,102	5.8%
15	Irrigation & Water	196,661	10,000	35,000	5,000	10,000	0	60,000	256,661	23.4%
16	Public Works	90,000	2,000	29,500	1,000	800	500	33,800	123,800	27.3%
17	Rural Development	259,280	8,450	43,696	14,500	29,100	0	95,746	355,026	27.0%
18	Martyred & Disabled	134,850	10,000	7,500	1,250	7,500	0	26,250	161,100	16.3%
19	Transport	85,250	7,500	9,000	3,187	11,625	0	31,312	116,562	26.9%
20	Frontiers	125,664	1,100	130,500	1,000	10,000	0	142,600	268,264	53.2%
21	Labour & Social Affairs	399,500	2,750	38,500	3,000	5,000	4,000	53,250	452,750	11.8%
22	Civil Aviation	98,430	8,500	15,000	15,000	7,500	153	46,153	144,583	31.9%
23	Justice	345,795	2,250	162,750	0	15,250	0	180,250	526,045	34.3%
24	National Olympics	22,612	5,250	6,125	0	0	0	11,375	33,987	33.5%
25	Geodesy & Cartography	90,100	216	23,336	0	5,000	0	28,552	118,652	24.1%
26	Central Statistics	18,750	6,750	2,125	1,250	10,000	125	20,250	39,000	51.9%
27	Prosecutor	384,330	9,500	16,200	5,000	11,250	0	41,950	426,280	9.8%
	Total	31,397,683	657,987	6,158,432	857,150	637,638	66,203	8,377,410	39,775,093	21.1%
	Percent of Total	78.9%	1.7%	15.5%	2.2%	1.6%	0.2%	21.1%	100.0%	

Source: Ministry of Finance (AFMIS)

Budget Execution

It was reported to the mission that salaries had been paid until June 2002 by UNDP, and from July to August 2002 by the Transitional Administration, albeit with some delays. A decision had been made to make further salary claims on a quarterly basis with the first consolidated claim being made for the three months ending in December. The basis for this decision was unclear, as in some interviews the decision was attributable to Kabul, and in others, to the substantial cost in money and time for the Mustoufie to travel to Kabul each month. Since many of the districts were likely to be cut off before December by the condition of the roads, those staff might not receive their payroll until the spring.

At the time of the mission, the provincial departments had received budget allotments for non-salary costs for the first 9 months of 1381. But apparently, no transfers from Kabul had been received and the province had at the time only 1.2 million afs from provincial revenues to finance these non-salary costs. It should be noted that for 1381 as a whole, revenues collected in Faryab totaled 6.6 million afs, and non-salary expenditures totaled 6.2 million afs, compared to an annual allotment of 9.8 million afs (see Table 4). Based on this it would appear that Faryab received no non-salary funding from Kabul last year, and were limited in spending to the amount of local revenues collected.

Table 4: Faryab Province, Total Provincial Expenditure by Category, 1381							
#	Code	Category	Ordinary Budget Allocation 1381		Actual Expenditures for 1381		Total Actual Expenditures as a % of Budget
			Afs (new)	% of total	Afs (new)	% of total	
1	1000	Personal Emoluments	43,936,723	81.8%	73,812,712	92.2%	168.0%
2	2000	Services	617,558	1.1%	371,076	0.5%	60.1%
3	3000	Tools and Materials	4,413,499	8.2%	2,018,091	2.5%	45.7%
4	4000	Maintenance and Repairs	1,325,017	2.5%	1,028,587	1.3%	77.6%
5	5000	Land Structural Equipment	1,625,735	3.0%	1,375,065	1.7%	84.6%
6	7000	Subsidies, Grants, Contributions & Pensions	1,782,861	3.3%	1,419,921	1.8%	79.6%
		Subtotal, non-salary expenditures	9,764,670	18.2%	6,212,740	7.8%	63.6%
		Total Government	53,701,393	100.0%	80,025,452	100.0%	149.0%

Source: Faryab Mustoufiat, Accounting and Disbursements depts.

A number of districts appeared to have undertaken a renovation of the district office, although the source of financing for this seemed to be rather murky. There was a clear implication that civil servants had 'volunteered' a contribution from their wages and the amount seemed to be about eight per cent. However, other sources of extra budgetary financing were also cited including contributions from local warlords and from the community.

Municipalities

The principle municipality in Faryab is Maimana. Table 5 details the revenues and expenditures for the municipality for 1381. The original forecast for revenues was 18.8 million afs, and the expenditure forecast was 6.4 million afs. However, by the end of the year, revenues totaled only 6.6 million afs, and expenditures totaled 4 million afs. What is not clear from this data is the reason for the reduction in expenditures – were expenditures reduced in response to lower revenues, or was the municipality simply unable to execute its budget? In any case, the municipality ran a surplus, which should be available to funded development projects in the municipality in 1382.

Table 5: Faryab Province, Municipality of Maimana, Revenues and Expenditures for 1381 (afs)				
#	Code		Forecast	Actual
		Revenues:		
1	7105	Cleaning tax	500,000	5,143
2	7115	Shops one month tax	1,000,000	893,195
3	7215	Taxes on utilizing shops	400,000	166,498
4	7210	Water tax	300,000	221,914
5	7305	Land selling	2,000,000	364,722
6	7405	Map price	10,000	3,475
7	7415	Business license	150,000	41,010
8	7405	Announcer	2,000	130
9	7500	Property rents	6,000,000	2,664,000
10	7700	Arrears	3,000,000	582,712
		Total	13,362,000	4,942,799
		Expenditures:		
1	1010	Karmand Salary	40,388	19,871
2	1020	Agir Salary	25,896	13,671
3	1070	Professional Allowance	14,000	7,192
4	1100	Overtime	10,000	0
5	1120	Rewards	5000	0
6	1140	Food Allowance	1,097,100	553,480
7	1150	Travel Allowance	30,000	7,615
	1000	Sub-total: Personal Emoluments	1,222,384	601,829
8	2010	Communication	5,000	314
9	2020	Advertisement	7,000	0
10	2030	Technical Services	30,000	0
11	2050	Electricity Expenses	60,000	59,859
12	2060	Irrigation	100,000	0
13	2080	Transportation	10,000	13,250
14	2110	Ceremonies	270,000	230,691
	2000	Sub-total: Services	482,000	304,114
15	3010	Agricultural Materials	10,000	0
16	3050	Fuel	300,000	300,000
17	3060	Firewood	15,000	0
18	3080	Office Materials	35,000	13,682
19	3190	Printing	25,000	14,842
	3000	Sub-total Tools & Materials	385,000	328,524
20	4010	Maintenance	235,000	220,467
21	4020	Equipment Repairs	120,000	71,025
22	4030	Communication Maintenance	10,000	0
23	4090	House Maintenance	5,000	0
24	4100	Equipment Maintenance	10,000	7,375
25	4150	Reconstruction	290,000	200,000
	5000	Sub-total Maintenance & Repairs	670,000	498,867
26	5010	Property Purchase	2,900,000	2,020,082
27	5020	Transportation Equipment	100,000	0
28	5040	Communication Equipment	100,000	0
29	5100	Furniture	350,000	276,592
30	5110	Watering Equipment	100,000	0
31	5160	Other Expenses	20,000	0
	5000	Sub-total Land Structural Equipment	3,570,000	2,296,674
32	7100		80,000	0
	7000	Sub-total Subsidies, Grants, Contributions & Pensions	80,000	0
		Total Expenditures	6,409,384	4,030,008
		Surplus/(Deficit)	6,952,616	912,791

Source: Municipality of Maimana

Administrative Relationships

Organizational structures in the provinces

It was reported to the mission that Faryab had 38 departments. However, the actual number seems to vary between 34 and 40, depending on the data source. These departments report through 27 ministries. In addition, there are a number of enterprises in the province including: agricultural cooperatives, Maimana Bank, Chamber of Commerce, and Salt Mines, food and electricity departments, Afghan Red Crescent Society, Liberty Printing Press, Bakhtar Media Agency, Helmand Construction Office.

Table 6 details different estimates of the number of provincial staff, including the data collected during the mission. Although these data differ somewhat, they show a fairly consistent pattern. More significantly, they suggest that there has been no uncontrolled hiring, and that in most cases (and overall) staff numbers appear to be within the caps set by the ministry and reported by the Ministry of Finance.

At the time of the follow-up mission to Faryab in June 2003, the 1382 tashkeel was not available. As a result, it is not possible to compare the staffing caps reported by Finance to the tashkeel approved in conjunction with the Office of Administrative Affairs. However, a quick comparison of these caps with the 1381 tashkeel (Table 16) suggests that the two are not widely out of line. Once the tashkeel for Interior is excluded (3,036), the total tashkeel is 5,372 positions, below the 1382 cap of 5,695.

In addition to these regular government employees, an estimated 191 staff in employed in state enterprises were reported to the mission. It is also possible that there are some daily paid staff in enterprises that are paid from enterprise revenues.

Table 6: Faryab Province, Staff Numbers: Comparison of Different Data Sources					
Department	1382 Staffing Levels			1381 Actual Staffing Levels	
	1382 Estimated Staffing Levels ¹ , based on 1st Qtr allotments	Staffing Caps reported by M of Finance	From the ASI Accounting Entry Module, 1st month 1382	Reported by Governor in Faryab ²	Reported by Health & Education in Faryab ³
Judicial Court	39	98	63	108	
Finance	179	154	81	85	
o/w Mustoufiat					78
o/w Customs					7
Religious Affairs & Hajj	236	227	238	230	
Commerce	7	6	5	15	
o/w Core provincial dept.					10
o/w Licensing Office					5
Interior	516	na	213	1,025	
o/w Core provincial dept.					813
o/w Governor's Office					212
Education	3,689	4,031	3,747	2,930	3,000
Higher Education	145	51	83	60	
o/w Pedagogy					60
Return of Refugees	23	17	12	9	
Communications	65	71	68	56	
Information & Culture	68	66	51	72	
o/w Core provincial dept.					38
o/w Radio & Television					34
Public Health	452	365	221	501	225-256
o/w Core provincial dept.					483
o/w Malaria					18
Women Affairs	22	26	25	25	
Agriculture	194	192	160	206	
o/w Core provincial dept.					195
o/w Land Department					11
Irrigation	38	35	29	35	
Public Works	17	15	25	21	
Rural Development	50	40	38	46	
Martyrs & Disabled	26	26	24	24	
Transport	16	15	9	9	
Frontiers	24	23	8		
Labor & Social Affairs	77	61	57	82	
Civil Aviation	19	17	9	9	
Justice	67	67	50	173	
o/w Dispute Resolution					7
o/w Office of Rights					122
o/w Core provincial dept.					44
National Olympics	4	4	3		
Geodesy & Cartography	17	15	10		
Central Statistics	4	3	3	3	
Prosecutors	74	70	63		
Total	6,068	5,695	5,295	5,724	**

NOTE: The 1382 staffing levels and the 1381 staffing #s from the ASI Accounting Entry Module were provided at the primary budget code level. Data collected at the provincial level were provided in disaggregated form, including some tertiary budget units. For comparison purposes, these disaggregated amounts have been summed according to primary budget code.

/1 Extrapolated from the 1382 1st Quarter Payroll Allotment. Staff #s were calculated by dividing 1/3 of quarterly budget payroll allotment by average monthly salary of 1,724 af\$ for Faryab, taken from ASI Accounting Entry Module data for 1st month of 1382.

/2 Staff #s reported during mission to Faryab, Nov.26 to 30, 2002. Source: Governor of Faryab.

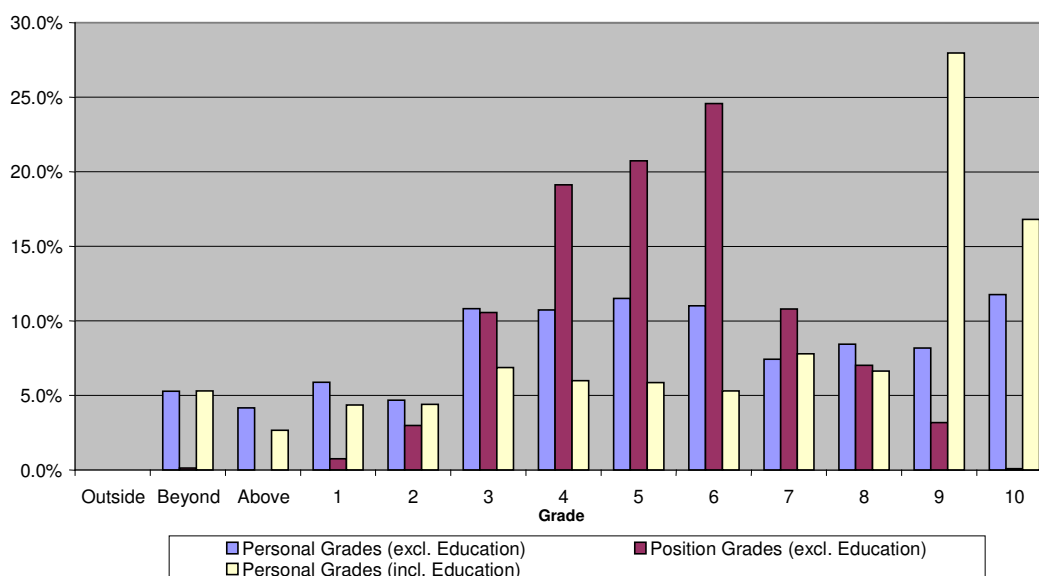
/3 Staff #s reported by the Health and Education departments during the mission to Faryab, Nov. 26 to 30, 2002.

Pay and grading

Low salaries were reported to be a source of concern in Faryab, but estimates varied as to the appropriate amount that to which they should be raised. The provincial Mustoufiat felt that an average salary of about US\$200 a month would be reasonable. When asked how he thought this could be sustained he said that economic growth brought about by donor financed development projects would eventually allow the salaries to be paid from domestic revenues. This understandable preoccupation with low salaries was echoed in the districts although they generally offered lower numbers.

It is to be expected that position grades and personal grades vary, due in part to position ‘creep’ as staff are regularly promoted, and in part to recent hiring of junior (and even unqualified) staff. This latter factor has been particularly common with teacher hiring. Figure 2 illustrates the distribution of personal and position grades, for both karmand and agir combined. Because of the unusual pattern created by teachers, education staffing has been excluded from the main data, but for comparative purposes, the distribution of personal grades with education included is also shown.

Figure 2: Faryab Province, Distribution of Personal and Position Grades, 1381



Source: Faryab provincial departments (position grades) and ASI payroll data for month of Sunbulla (personal grades)

Education Service Delivery

Overview

The main provider of education in Faryab is the government. Three NGOs, Save the Children, *Organizzazione Umanitaria per L'Emergenza* (INTERSOS) and *Cooperazione e sviluppo* (CESVI), were reported as working in education. UNHCR have provided supplies, such as tents and floor mats. Only one of the NGOs provides support to education beyond construction and reconstruction of schools.

Table 7: Faryab Province, Number of Students by District									
#	City and Districts	Total Students, 1381			Total Students, 1382			% Girl Students, 1382	Number of Students per Teacher, 1382
		Boys	Girls	Total	Boys	Girls	Total		
1	Center	12,224	9,999	22,223	15,139	11,904	27,043	44.0%	30
2	Pashtonkot	9,590	475	10,065	15,341	2,019	17,360	11.6%	38
3	Qaisar	6,799	1,226	8,025	8,436	2,059	10,495	19.6%	40
4	Almar	3,598	682	4,280	6,242	1,019	7,261	14.0%	25
5	Garziwan	4,592	1,406	5,998	5,321	2,259	7,580	29.8%	27
6	Khoja Sabzposh	3,203	1,387	4,590	5,900	1,740	7,640	22.8%	30
7	Tagabishereen	7,063	1,805	8,868	7,667	1,763	9,430	18.7%	35
8	Dawlat Abad	3,140	487	3,627	3,870	504	4,374	11.5%	35
9	Khoja Momen	3,427	470	3,897	1,956	1,102	3,058	36.0%	28
10	Balcheragh	2,185	201	2,386	2,885	1,250	4,135	30.2%	18
11	Kohistan	*	*	*	2,664	111	2,775	4.0%	17
12	Lolash Bandar	2,118	0	2,118	*	*	*		
Total		57,939	18,138	76,077	75,421	25,730	101,151	25.4%	30

Source: Kandahar Education Department

*This table is a compilation of two sets of data collected separately and each had a different list of districts. Kohistan and Logash in fact are both semi-official districts because they are not published in the list of districts by the MoI

At the time of the mission to Faryab, the Director of Education reported 200 schools (26 in school buildings) with 72,004 children enrolled (19,018 girls). More recent statistics are given in Table 7. Only in Maimana city does girls' enrolment approach that for boys, where girls' enrolment is 44 per cent of the total. In provincial districts, where no girls are enrolled beyond grade 3, girls' enrolment ranges from 10-36 per cent of the total enrolment.

Table 8: Faryab Province, Number of Schools by District												
#	City and Districts	Schools										No. of Students per School
		Elementary School			Secondary School			High School			Total	
		Male	Female	Total	Male	Female	Total	Male	Female	Total		
1	Central Schools	11	12	23	8	2	10	4	2	6	39	570
2	Pashtonkot	26	2	28	2	0	2	0	0	0	30	336
3	Qaisar	15	6	21	0	0	0	1	0	1	22	365
4	Almar	12	3	15	1	0	1	0	0	0	16	268
5	Garzeewan	12	8	20	2	0	2	0	0	0	22	273
6	Khoja Sabz Posh	10	6	16	0	0	0	1	0	1	17	270
7	Tagab-e-Shereen	10	5	15	1	0	1	2	0	2	18	493
8	Dawlat Abad	9	2	11	0	0	0	1	0	1	12	302
9	Khoja Mosa	6	2	8	0	0	0	0	0	0	8	487
10	Balcheragh	9	1	10	0	0	0	0	0	0	10	239
11	Lolash Bandar	3	0	3	0	0	0	0	0	0	3	706
	Total, 1381	123	47	170	14	2	16	9	2	11	197	386
	Total, 1382	184	71	255	14	2	16	11	2	13	284	356

Source: Faryab Education Department

Table 9: Faryab Province, Number of Students by Grade			
GRADE	Gender	1381	1382
1	Boys	34,330	47,830
	Girls	12,711	17,061
2	Boys	7,400	7,935
	Girls	1,358	1,619
3	Boys	4,577	5,048
	Girls	1,080	1,971
4	Boys	2,394	3,605
	Girls	607	857
5	Boys	1,984	2,794
	Girls	457	607
6	Boys	1,691	2,271
	Girls	588	777
Primary School	Boys	52,376	69,483
	Girls	16,801	22,892
7	Boys	1,501	1,961
	Girls	424	561
8	Boys	792	1,342
	Girls	260	380
9	Boys	629	1,044
	Girls	231	371
Secondary School	Boys	2,922	4,347
	Girls	915	1,312
10	Boys	670	1,110
	Girls	163	266
11	Boys	494	744
	Girls	169	294
12	Boys	235	410
	Girls	172	312
High School	Boys	1,399	2,264
	Girls	504	872
TOTAL	Boys	56,697	76,094
	Girls	18,220	25,076
Total		74,917	101,170

Source: Provincial Education Department

Provincial structures and responsibilities

The Director is the head of the Provincial Education Office (PEO). His nomination was approved by the Ministry of Education (MoE) in Kabul, to whom he also reports. He has two Deputy Directors, one for academic affairs and the other for administration. The Deputies supervise Heads of Departments, of which there are nine. The departments under the administrative Deputy Director are for Planning, Administration, Materials, Personnel and Recruitment and Construction. The departments under the Academic Affairs Deputy Director are Monitoring and Supervision, Student affairs, Sport and Adult Literacy. Each Department Head manages the work of a team of people. The largest team was the Monitoring and Supervision Department with 14 staff.

There are 72 names on the payroll in the PEO. All posts in the PEO are filled. The longest-serving member of staff has been in the office for more than 40 years. (He retired but has come back on a casual basis.) There have been appointments recently, but only to existing positions. Around 25 per cent of PEO employees are women, but all are in junior positions.

The Director also supervises the District Education Offices. The process of appointing DEO heads in Faryab started only two months prior to the mission, after the meeting of Provincial Education Directors in Kabul in September 2002, so at the time of the visit some had been in post for only a week or two. In principle, the heads of the DEOs have a small team to supervise that includes school supervisors, a clerk, a peon and a storekeeper – an allocation of between five and seven persons – but not all positions are filled.

All the positions are reported to have written job descriptions.

The Provincial Office is required to report in writing on a quarterly basis to Kabul. DEOs are required to report in writing on a monthly basis to the Provincial Office. There are no regular meetings with DEOs and these are called as and when necessary. In general, information about what is happening in education in the school, district and province flows up the system and directives and guidance flow down.

Supervisors/monitors are required to produce a report of each visit and to write in the school inspection book. Visits consist of checking student and teacher attendance, the school building, administration, student enrolment, academic performance and teaching, and sometimes giving model lessons according to one group of teachers met. Reports of school visits are kept in folders in the PED and are read by the Monitoring Department who said they passed on concerns, problems, etc., to the relevant department or person. For example, they said that if a teacher is not satisfactory they would write to the head teacher requesting action.

Teachers prepare exams for approval by the head teacher. Teachers mark them and a committee of three verifies the results, which are announced to students. Three copies of the result sheet are submitted via the DEO to the PED. Once they are endorsed by the PED, one copy is sent to Kabul, another is sent back to the District and one is kept at the PED. This is apparently standard practice for all grades.

Generally, head teachers mediate the relationship between communities and local education administration. The DEOs have agreed amongst themselves to establish parent-teacher associations in schools in their districts but it seems that at the time of the mission they had only been established in schools that have been assisted by one of the NGOs. Otherwise meetings are with male elders in the community.

PEOs and DEOs are not involved in curriculum development, and never have been. They do not make decisions about the school timetable (i.e. how many hours for each subject) or about school holidays and exams timings. These decisions are all made in Kabul.

Planning and budget preparation

There is no preparation of an annual budget by the Provincial Education Department. In the past, the Provincial Education Department prepared a plan and that the plan was sent to the Ministry of Education in Kabul for approval. Kabul would then allocate the budget based on the plan.

There is an annual plan for education prepared by the PED, based on inputs from the districts. It is a written document but was unavailable during the mission. Districts had been asked to submit their plans for the plan for 2003.

There is a substantial amount of information that does pass from schools to DEOs to the PEO (and then to Kabul), and so could be used for planning purposes. There is very little, if any, formal analysis of information collected but it was apparent that the two heads of DEOs that were interviewed were basing plans for 2003 on what they know about their districts. Education enrolment figures are relative, with enrolment figures compared between areas, with previous years or, as is the case for girls' enrolment, as a

percentage of total enrolment. There is no reference to population or school catchment areas, and so even gross enrolment ratios (the percentage of school age children attending school) are not calculated. If gross enrolment ratios were calculated and demographic information analyzed then it is likely that low-cost, three-six room schools would be most appropriate given that populations tend to be small and scattered and parents prefer their children not to walk long distances to school. However, the favored model appears to be fewer but large, relatively high cost, 8-12-room schools.

Population figures also tend to be over-estimated if it means better access to resources. In Gorziwan, the DEO reported 35,000 households with an average of seven people per household. This would give a population of nearly ¼ of a million, which seems unlikely (the WFP Vulnerability Assessment and Monitoring estimate was 46,923 in 2001), and a Gross Enrolment ratio (GERs) of around 10 per cent, which also seems too low, even for a remote district like Gorziwan.

Planning also appears to refer only to inputs such as buildings, teachers, children, books, etc., and not to processes such as teacher training or supervision, or to outcomes such as number of children with the intended level of competency at each grade – or even the number of children passing an end of year exam.

Staffing and salary payments

There are around 4,482 people on the education payroll in total in Faryab province, of which some 3,348 are teachers.

Table 10: Faryab Province, Number of Teachers & Administrative Staff by District for 1381 & 1382																							
#	City and Districts	Elementary Teachers			Secondary Teachers			High Teachers			Total Teachers			% Female Teachers	Karmand			Agir			Total Employees		
		M	F	T	M	F	T	M	F	T	M	F	T		M	F	T	M	F	T	M	F	T
1	Center	168	118	286	165	253	418	78	126	204	411	497	908	55%	119	0	119	249	19	268	779	516	1,295
2	Pashtonkot	339	41	380	32	0	32	41	0	41	412	41	453	9%	33	0	33	110	0	110	555	41	596
3	Qaisar	219	8	227	0	0	0	35	0	35	254	8	262	3%	27	0	27	53	0	53	334	8	342
4	Almar	225	34	259	29	0	29	0	0	0	254	34	288	12%	23	0	23	70	0	70	347	34	381
5	Garziwan	204	41	245	38	2	40	0	0	0	242	43	285	15%	15	0	15	52	0	52	309	43	352
6	Khoja Sabzposh	169	60	229	0	0	0	22	0	22	191	60	251	24%	19	0	19	48	0	48	258	60	318
7	Tagabishereen	175	46	221	30	0	30	21	0	21	226	46	272	17%	25	0	25	45	14	59	296	60	356
8	Dawlat Abad	85	10	95	0	0	0	28	1	29	113	11	124	9%	15	0	15	34	0	34	162	11	173
9	Khoja Momen	83	6	89	21	0	21	0	0	0	104	6	110	5%	10	0	10	32	0	32	146	6	152
10	Balcheragh	134	100	234	0	0	0	0	0	0	134	100	234	43%	22	0	22	52	8	60	208	108	316
11	Kohistan	136	25	161	0	0	0	0	0	0	136	25	161	16%	14	0	14	26	0	26	176	25	201
	Total	1,937	489	2,426	315	255	570	225	127	352	2,477	871	3,348	26.0%	322	0	322	771	41	812	3,570	912	4,482

Source: Faryab Education Department

In the last six months salary payments have been made on a three-month basis, apparently requested by Kabul. Provincial, district and school level payments have been relatively timely (although there was an initial six-month period with no payment at the end of which teachers received two, three-month salary payments).

Teachers interviewed in Shirin Tagab District reported a small reduction in salaries to cover the travel cost of the Mustoufiat representative and to cover the cost of issuing a *tazkeera* (ID card) so that food coupon books could be used. (Teachers in Shirin Tagab and Belcheragh reported that although food coupons had been issued there was no food to collect.) In Gorziwan, 100 afis were deducted each month from all teacher salaries apparently to pay for the travel costs of the Mustoufiat representative. As

aggrieved teachers themselves pointed out, with 214 teachers in the District (at the time of the mission) this is a substantial amount of money and more than necessary for the purpose described.

In all meetings with provincial, district and school staff an increase in salaries was requested. Government education employees receive between 1,200 and 1,300 afis per month, and this was considered to be the reason why work in education is accorded little status. People become teachers because there is nothing else to do, not through choice. Despite this, there has been shown in the dramatic increase in the number of teachers recruited in 1382. It was also suggested that most civil servants can take another job but teachers – because they are tied to school hours – apparently have fewer opportunities.

In schools constructed with support from Save the Children, there is an agreement between the NGO and the DEO to have teachers work double shifts if necessary – for example, if the school decides to admit boys and girls in separate shifts or if enrolment is very high – but there were no reports of this happening in the districts visited. In Maimana, most schools operate on a double or even triple shift.

There are no top-ups or incentives for education positions given by NGOs but UNICEF pays top-ups for two positions in the PED in Maimana. These positions were originally identified and supported by UNICEF to implement the Back-to-School Campaign. Whether this will continue is not certain.

Management and staff development

The PED staff were described as having ‘experience that belongs to the past’ – especially in the areas of teaching and learning. Administrative skills were described as adequate but are challenged by new systems. When asked about types of training or support, the PED requested specific help to implement directions from Kabul. He explained that they receive directions but have neither the resources nor the capacity to implement them.

The Director cited teacher training as needing special attention – especially given the increase in numbers of teachers and children in recent months. To make up numbers, teachers with lower qualifications have been hired on a casual basis (*ajir* staff), on the same salary as their longer-term (*karmand* staff) counterparts. Some teacher orientation took place earlier this year in the province as part of the Back-to-School Campaign. The centrally determined training was intended to ‘cascade’ down through the system. Head teachers from schools attended a workshop in Maimana and were then supposed to return to their schools and give training to teachers. In some places this happened, in some not. Training lasted for a half or full day.

There was no mention of training required for education administration or for head teachers and school management and, generally speaking, there seemed limited understanding of what training might include other than academic content.

Recruitment

The provincial governor must approve all new hires. If a head teacher wishes to appoint a teacher or head teacher, the application is sent via the DEO to the PED and then to the Governor. There is no selection process, as such; appointments are based on recommendations. Teachers often start work before approval is given despite the apparent absence of back pay. For more senior positions such as Director and Deputy Director in the PED and district heads, the MoE in Kabul must approve appointments, with the governor’s approval.

Every year the PED is given an allocation for appointments (*tashkeel*). The MoE must give permission before additional posts are created. At the time of the mission, the Director was waiting for approval from Kabul for 300 new teaching positions in the province. He complained about the amount of time he

had waited without response. He said he sometimes waited three months for replies to letters to Kabul and on many occasions had no replies at all.

However, there are some examples of ‘bending’ the rules; for instance, there are two unapproved schools in Gorziwan and the district head reported that he put teachers names from these schools onto the pay roll of another school in order to pay them.

Infrastructure and non-salary expenditures

The Provincial Education Department has no budget. When asked if they thought they had been allocated a budget they were quick to point out that there is a difference between budget allotted (*takhsis*) and budget physically available. They believe there has been an allocation but there is no actual money available for them to spend.

Supply of textbooks in Faryab Province is massively inadequate, with as few as 10 per cent of children in some schools having textbooks, at the end of 1381. In the three districts visited less than 50 per cent of the requirement was available.

There was a one-off grant of \$10,000, provided by the MoE for school reconstruction, which was used to renovate the Provincial Education Department in Maimana. The Governor approved the expenditure and money was clearly been spent. Window frames had been replaced, glass had been fitted, minor repairs completed and a small amount of furniture had been purchased. Besides these renovations, the office has no communications except a telephone in the Directors office that can make calls within the municipality (although the lines were down on the day of the visit), no office equipment such as a duplicator and, as expected no photocopier or computer equipment. There is no electricity supply unless the town generator is on, which is usually in the evening. Despite the cold weather at the time of the visit, there was no heating in the building.

There are no separate education offices in the districts; instead they are usually based at a school. They may also share the district administration offices.

Travel allowance is apparently still paid but is an extremely small amount. Although claims have been processed they have not been paid.

Locally generated revenues are reported to be small. Following a meeting of Directors in Kabul in September (2002) where Minister Qanuni launched the ‘maaref-qachkol’ initiative (literally the ‘education alms bowl’ initiative) the PED launched its own (re-named) campaign ‘Support to Education’ in the province and raised \$3000. Money was used to buy floor covers and furniture and some remains unspent. The Director also mentioned a very recent \$10,000 donation from General Dostum that will probably be used for furniture and District Education Sub-Departments.

The Director reported very little community contribution to education. This was attributed to poverty and to the strongly held belief that education is free and the duty of the state to provide. However, the picture painted in districts by teachers and DEOs was rather different. They reported that communities, or at least the wealthier members, have contributed to education with land, water, labor, and in one school, 14 blackboards. Communities also pay mullahs (in cash or in kind) to educate their children in mosque schools, and increased attendance at mosque schools during the winter break is common. The reason communities do this, and yet are unwilling to pay teachers, is because government pays teachers but does not pay mullahs.

The consequences for service delivery

The Director of Education in Faryab believes the province has a relatively good education service and the reputation of being a place where interest in education is high. Before the Soviet invasion, it had many of the top candidates in national exams, many girls attended school and it had a large (40% of total) female teaching force. But it is doubtful however that this success went much beyond Maimana, the urban center of the province.

The furthest major district center is at least four hours drive in a 4WD vehicle, and many villages and schools are much further away. Between November and March, access to several Faryab districts is not possible because of snow and/or flooding.

As elsewhere in Afghanistan, the vast majority of children in the province are in primary grades 1-6 and the majority of them are in grade 1. Children are also educated in the mosque as is traditional in Afghanistan, but this is mainly religious education and is not under the jurisdiction of the PED unless, as is the case in Belcheragh District, the government school is housed in the mosque.

The Director reported that people were keen to have schools and education and that he is approached regularly with requests to build schools. He cited key constraints to meeting demand as a lack of resources and remoteness. Both of these factors combine negatively when trying to find teachers: few people have the prescribed level of education to become teachers – especially in remote areas – and the PED does not have the resources to train them.

When asked to identify the ‘best’ schools in the province or district it was reassuring that people replied with a question asking what was meant by ‘best’. People defined ‘best’ in various ways: best building (physical facilities), best teachers, best academic performance, an active head teacher and best community support. In general, best teachers (qualified and professional teachers) were felt to be most crucial – even though physical facilities (buildings, furniture and books) were most highly prioritized areas of need rather than teacher training.

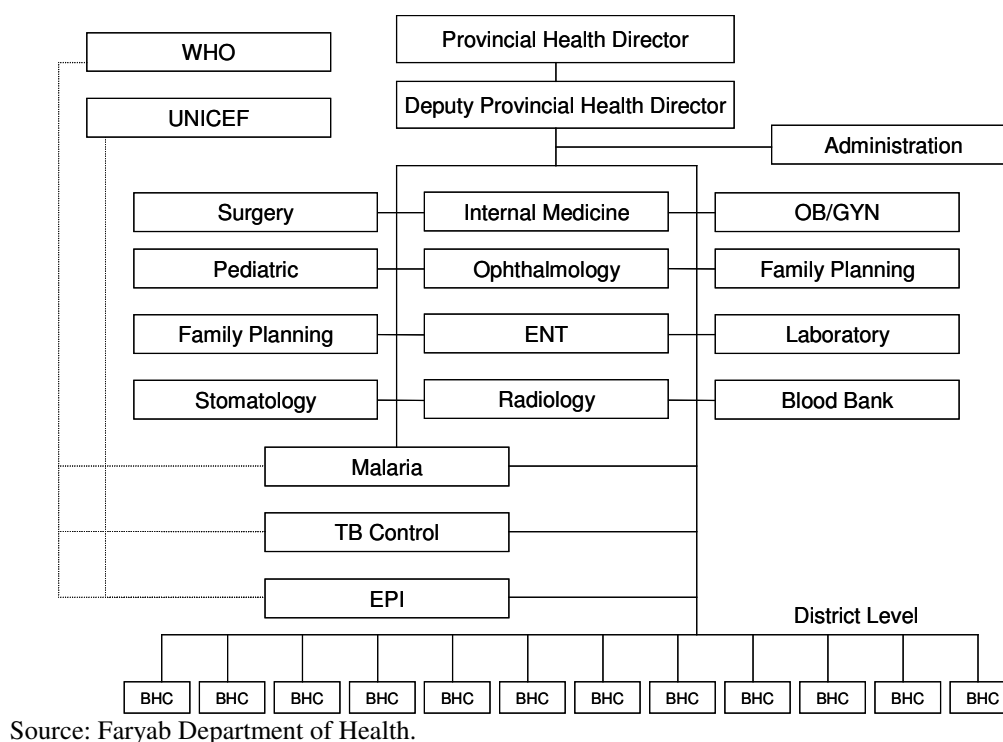
The Monitoring and Supervision Department in the PED has been able to make only one visit to schools this year. It has no transport and so issued all the supervisors with letters requesting support while in the districts (transport, accommodation, food etc). Apparently very little support was forthcoming. Heads of DEOs also said that when they visited schools they relied on the goodwill of teachers or use their own funds for transport, accommodation and food. Guidance from the PED requires the heads of DEOs to visit schools at least three times a year. Supervisors may visit more often. However the remote location of some schools, combined with no money for travel and accommodation, means that some schools receive very few visits from the DEO or PEO. The Director reported that two teams of inspectors from Kabul had visited schools in Faryab, one to monitor exams, the other to collect statistics.

Health Service Delivery

Provincial Structures and Responsibilities

The organizational structure of the PHD is roughly the same as in other provinces, and has not changed in many years. The Provincial Health Director reports to the MoPH in Kabul. As the PHD did not have an organogram, the Team constructed one based on discussions with officials (See Figure 3). Some of the information provided by officials, such as numbers of staff, was contradictory. Although the constructed organogram shows different departments, in reality most of these departments consist of only one or two persons. Moreover, in many cases (i.e., stomatology, ophthalmology, laboratory) the departments do not exist, owing to lack of staff, equipment, or materials. For instance, without electricity or cooling equipment, the blood bank function can only be fulfilled when the donor and patient are present at one time. In addition, there are no reagents for analyzing sub-groups. Similarly, the laboratory does not function, as there are no reagents for conducting tests.

Figure 3: Structure of Faryab Provincial Health Department



Source: Faryab Department of Health.

Due to the location of the PHD within the 100-bed provincial hospital in Maimana, the provincial organogram is essentially the same as for the hospital. All staff report to the Provincial Health Director, or his Deputy in his absence. The three vertical programs (malaria, TB, and EPI) formally report to the Provincial Health Director, but receive much of their support from WHO and UNICEF. In addition to the hospital, there are 12 basic health centers (BHCs) and 4 sub-health centers (plus the military hospital) in Faryab Province, although precise definitions of types of facilities are difficult to determine. Other than facility management, it is not meaningful to talk about district-level health management in Faryab.

The administration department has a director, as well as persons responsible for supplies, financial accounts, materials accounts, and general services; but due to the lack of financial resources and

materials, it is unclear what these staff are doing. There is also a position for a transport official, but there are no vehicles.

The PHD and other facilities are using, at least to some extent, the national health information system (HIS) forms for outpatient cases, although it is not clear that all offices have them. However, beyond compiling information on the standard forms and sending them to WHO/Mazar, MoPH/Mazar (although they aren't really even sure if this regional office exists), and MoPH Kabul, nothing else is done with the information. The collection and sending of information is in itself the task; no use is made of the information. Reports on in-patient admissions are provided monthly to ICRC, which is supporting the hospital, although no information on discharge or deaths is included.

The Provincial Health Director inspects the pharmacies (56 private, four public) every 1–3 months for proper documentation, expired medicines, etc. Other than that, no oversight activities were reported, which is not surprising given the lack of resources.

Alongside his duties managing the PHD, the Provincial Health Director is performing surgery and making clinical rounds in the hospital. Such activities essentially make him a hospital superintendent, although without any training in hospital administration. In fact, the position of Provincial Health Director is not even on the *tashkeel*, the official allocation of positions from Kabul.

Planning and budget preparation

Historically, health sector policy has been formulated at the central level by the Ministry of Public Health (MoPH) and approved by the cabinet. Provincial governments have never had a role in the formulation of policy, only in implementation. Through a combination of this tradition as well as a lack of resources and capacity, the Faryab PHD has no ability or even a context for setting policy.

Officials at the PHD had no recollection of seeing an annual or strategic plan. In recent years, the MoPH has held an annual planning workshop in Kabul, which has been attended by the Provincial Health Director (sometimes with as little as two days' notice), but the PHD has never received any resulting plan or seen any trace of it. During these planning exercises, the Provincial Health Director submits an annual budget request, which includes salaries, supplies, and equipment, as well as additional requests for new service delivery or administrative positions. The latter has not produced any result or response so far. All medical supplies are supposed to be sent from Kabul, but at present are not.

In past years, the MoPH has consulted with the PHD on the location of basic health centers and other facilities at the district level.

Staffing and salary payments

Human resources are a serious constraint, and a primary contributor to the overall lack of resources. The system is understaffed, and staffed with persons not well matched to public health needs. There is poor supervision and serious morale and motivation problems. According to the PHD, there were 256 staff province-wide working as service providers or administrators, as of November 2002. Table 11 and Table 12 provide breakdowns of the staff numbers at, respectively, the provincial hospital/PHD and outlying clinics. These data suggest a combined total of 225 staff, which is somewhat inconsistent with the aggregate number reported by the PHD. Furthermore, the governor of Faryab reported during the mission that there were 483 staff in the Public Health Department, and an additional 18 in the Leishmaniasis and Malaria Control Unit (see Table 6, page 8); however, this higher figure in fact relates to the 1381 *tashkeel*, or total positions including vacancies (see Table 16, page 28 in the Annex to this paper).

Table 11: Staffing at Provincial Hospital and Provincial Health Department																			
Service/Personnel	Doctor		Nurse		Vaccinator		Pharmacist		Sanitarian		Technician		Lab X-Ray		Support		TOTAL		
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	T
Surgery	4		3	1													7	1	8
Internal medicine	6	2	2	1													8	3	11
TB	2		2														4	0	4
ENT	2		1														3	0	3
Stomatology	1	1	1														2	1	3
Mental Health	2	1	1														3	1	4
Ophthalmology	2		2														4	0	4
OB/GYN		8		4													0	12	12
Pediatrics	2	2	1	1													3	3	6
EPI	1				6												7	0	7
Emergency	1		1	1													2	1	3
Medical Depot							3	4									3	4	7
Laboratory									2		2	1					4	1	5
Radiology												1					1	0	1
Administration														4	11		4	11	15
Contract staff														12	30		12	30	42
TOTAL	23	14	14	8	6	0	3	4	2	0	2	1	1	0	16	41	67	68	135

Source: Provided by Faryab Provincial Health Department

Table 12: Staffing at District Facilities																								
Facility	Doctor		Nurse		Nurse/ Midwife		Technician		Pharmacist		Sanitarian		CHW		Dentist		Vaccinator		Admin		Contract Staff		TOTAL	
	F	V	F	V	F	V	F	V	F	V	F	V	F	V	F	V	F	V	F	V	F	V	F	V
Quisar	2		1	2		1				1	1			2		1	2		1		5	2	12	9
Chahel Gazi	1						1										2					1	4	1
Shakh Quisar	1													1			2					1	3	2
Bilcheragh	1	1		1		1	1										2		1		2	4	7	7
Shirin Tagab	2		1		1		1			1		1		2		1	2		1		4		12	5
Dawlatabad	2		1			1	1			1	1			2		1	2		1		6		14	5
Khwaja Sabz Posh	2		1			1		1		1		1		2		1	2		1		3	4	9	11
Khwaja Musa	1	1		1		1		1		1	1			2		1	2		1		3	3	8	11
Almar	2		1			1	1			1		1		2	1		2		1		3	3	11	8
Pashtoon Kot	1	1	1			1		1		1	1			2		1	2		1		2	4	8	11
Laou Laash	1	2		1		1		1		1	1			2		1	2			1		6	4	16
Gurziwan	2	1				1					1		1	1			2					1	6	4
TOTAL	18	6	6	5	1	9	5	4	0	8	6	3	1	18	1	7	24	0	8	1	28	29	98	90

F = Allocated staff position filled; V = Allocated staff position vacant

Source: Provided by Faryab Provincial Health Department

As noted above, MCH activities in the Province seem significantly understaffed. For instance, according to the information provided by the PHD, nine of ten nurse/mid-wife positions are vacant, and two of the

clinics do not even have a nurse/mid-wife on their *tashkeel*. Similarly, only one of 19 community health worker (CHW) positions are filled, and not all facilities have CHW positions. On the other hand, each facility has two vaccinator positions and all of them are filled. This may reflect the national focus put on EPI and other vertical programs, and the resources and support provided by donors. Clinics have an administrator, whose job is mainly preparing attendance records and correspondence.

As for most of the provincial civil service, salaries are paid only once every several months, when the provincial Mustoufie goes to Kabul and returns with physical cash for the entire provincial payroll. Cash is then distributed to the Uluswals. Staff in the districts report being paid, although not for the last several months; this delay may simply be a consequence of the periodic schedule of the Mustoufie's trips to Kabul.

Management and staff development

Personnel management mostly follows the rules of the central government process, although this process is often modified in response to local pressures from influential (and well-armed) persons. The number of positions for each office and facility as well as for the province overall is set in the official *tashkeel*, and is generally adhered to. Creation of posts is also the responsibility of MoPH Kabul.

A number of locally trained nurses are working in facilities, but are not officially employed by the MoPH. The nurses have been interested in regularizing their status with the government, but there is apparently no allotment for them in the *tashkeel*. It is not clear how they have been paid until now.

As noted above, there is a mismatch between staff skills and the needs of the public health program. Human resource functions are poorly supported. Administrative procedures tend to be followed by rote. Supervision is extremely limited if it exists at all, and tends to be enforcement- rather than performance-related; staff with supervisory authority do not have the needed skills. There is also no functioning system of performance evaluation; in fact, there are no job descriptions according to which job performance could be evaluated.

Other than training provided by the NGOs, training for either clinical or management staff is extremely limited. In-service or on-the-job training is non-existent. There is no formal training system, only what is offered by the NGOs, on a somewhat ad hoc basis. There is also virtually no access to new technology or information.

As would be expected under a system where salaries are below a living wage and staff have virtually none of the resources they need to do their jobs, staff morale is low. There are no educational opportunities or any chance for professional mobility.

Recruitment

At present, all staff are locally recruited. Appointments and transfers have to be approved by the PHD and by the Governor, and for senior appointments, approved by senior staff at the MoPH in Kabul as well.

Infrastructure and non-salary expenditures

As noted above, the PHD theoretically has a budget, but no cash is available. Therefore, procurement of outside goods and services is very limited. When purchases are absolutely required (i.e., fuel to heat water for surgery), staff are purchasing goods on personal credit from local shopkeepers, under the assumption that cash will eventually arrive from Kabul. It also appears that patients and their families are bearing the load of purchasing essential supplies. In general, the NGOs and UN agencies are supplying just about everything except the MoPH staff salaries, including food for patients, medicines (UNICEF, ICRC), equipment, training, and staff salary 'enhancements.'

At the clinic level, the main support consists of staff salaries paid by the central Government and NGO and UN agency contributions for everything else (medicines, supplies, equipment). But there is no actual cash for purchasing goods or services, even such necessities as fuel to heat water for sterilization. As noted above, in urgent cases individual staff are making purchases on a personal loan basis. In many cases, Individual clinics have been able to generate local in-kind contributions (i.e., land or mud bricks for clinic construction).

The situation with respect to fees for service is murky and complicated, especially if one distinguishes between official fees and ‘unofficial co-payments.’ Some clinics report that they collect fees and that the money goes to the local health committee for other activities.

Issues in service delivery

Largely due to its remoteness, Faryab province is relatively poorly served by health services. The Province has very limited access to resources, and the NGOs who have provided such a large proportion of support in other provinces have a very limited presence (approximately 4-5 health NGOs) in Faryab. In addition, successive years of drought and cycles of political and military conflict have led to mass exodus of large parts of the population. While many have returned, the depletion of human and financial resources has exacerbated an already poor level of services. Moreover, natural population increase and the return of refugees and internally displaced persons are putting increasing demands on existing health services. Many of the same constraints that apply to other areas apply to a greater degree in Faryab: lack of financial resources, limited human resources, poor communication, lack of materials, and political and administrative uncertainty.

At the same time, the Provincial Health Department (PHD) maintains at least a minimal level of functioning, in that it is generally aware of what is going on in the Province and attempts to offer support where it can (i.e., in determining the location of clinics and in mobilizing resources and other support from NGOs). With its existing resources and capacity, however, it has limited ability to either deliver or oversee services. The scope for significantly improving health services in the Province without additional resources is almost non-existent. While some resources can be generated locally, they cannot be consistently mobilized to maintain a functioning health system. At the same time, given the current weak supervision system and variable levels of accountability, the deployment of any resources should be carefully planned and monitored. Finally, while the Province has been relatively peaceful in the recent period, on-going political instability, including conflicts between rival centers of power, may undermine the rational and efficient allocation of resources.

A number of people reported concerns about self-declared ‘doctors,’ who set up clinics in the bazaars without sufficient medical knowledge, training, or experience. This is clearly a response to the high, unmet demand for medical services. Some of these ‘doctors’ may have received low or mid-level training in Pakistan, and are simply inflating their credentials to the physician level.

Annex

Table 13: Faryab Province, Total Provincial Expenditure by Department, for 1381

#	Department	Ordinary Budget Allocation		Actual Expenditures		Actual Exp. As a % of Allocation	
		Salaries	Non-salary Expenditures	Salaries	Non-salary Expenditures	Salaries	Non-salary Expenditures
		Afs (new)				%	
	Courts						
1	o/w core prov. dept.	899,120	178,260	1,075,781	178,260	119.6%	100.0%
2	o/w Juvenile House	122,958	174,740			*	*
	Mustoufiat						
3	o/w core prov. dept.	1,325,800	1,054,590	1,663,019	1,005,027	125.4%	95.3%
4	o/w Pension	75,870	0	24,928	0	32.9%	*
5	o/w Tollgate	7,404	0	120,368	0	1625.7%	*
	Defense						
6	o/w Commissary			100,519	0	*	*
7	o/w No. 200 Mil. Gar.			759,565	0	*	*
8	Religious & Hajj	1,384,400	9,000	3,183,011	5,925	229.9%	65.8%
9	Commerce (Licensing)	93,440	25,679	76,471	14,945	81.8%	58.2%
	Interior	0	0				
10	o/w Governor's Office	2,072,037	1,562,756	2,318,820	946,576	111.9%	60.6%
11	o/w Police	0	920,290	1,325,337	924,396	*	100.4%
12	Education	18,524,630	905,111	44,603,016	848,136	240.8%	93.7%
13	Higher Education (Pedagogy)	1,603,368	1,025,829	1,296,302	301,672	80.8%	29.4%
14	Refugee Return	167,946	32,080	197,406	29,950	117.5%	93.4%
15	Communications	1,310,745	226,394	1,370,383	217,870	104.5%	96.2%
	Information & Culture	0	0				
16	o/w core prov. dept.	489,084	446,018	571,080	307,107	116.8%	68.9%
17	o/w Radio & Television	362,885	270,000	442,722	201,575	122.0%	74.7%
	Health	0	0				
18	o/w core prov. dept.	3,919,871	1,448,675	3,960,238	315,193	101.0%	21.8%
19	o/w Malaria	301,896	7,867	363,849	7,867	120.5%	100.0%
20	Women's Affairs	329,219	6,700	406,429	2,700	123.5%	40.3%
	Agriculture	0	0				
21	o/w core prov. dept.	2,874,260	188,751	2,778,078	67,517	96.7%	35.8%
22	o/w Ag. Tech. School	90,860	17,000	60,645	14,264	66.7%	83.9%
23	o/w Ag. Prof. Lycee	698,442	114,475	428,400	57,940	61.3%	50.6%
24	o/w Land Reform	668,038	4,712	356,392	4,662	53.3%	98.9%
25	Irrigation & Water	744,494	167,241	537,075	101,795	72.1%	60.9%
26	Public Works	410,400	35,600	375,564	600	91.5%	1.7%
27	Rural Development	668,501	15,771	651,784	15,462	97.5%	98.0%
28	Martyred & Disabled	366,355	94,500	481,090	83,904	131.3%	88.8%
29	Transport	154,481	63,700	299,577	60,140	193.9%	94.4%
30	Frontiers			34,498	0	*	*
31	Labour & Social Affairs	1,760,507	155,980	1,422,850	147,280	80.8%	94.4%
32	Civil Aviation	156,626	31,278	167,942	24,817	107.2%	79.3%
	Justice	0	0				
33	o/w core prov. dept.			63,327	30,998	*	*
34	o/w Office of Rights	504,236	243,522	431,626	58,868	85.6%	24.2%
35	o/w Dispute Resolution	141,285	78,710	104,266	31,056	73.8%	39.5%
36	National Olympics	54,268	3,006	54,110	2,996	99.7%	99.7%
37	Geodesy & Cartography	285,617	39,820	207,680	24,968	72.7%	62.7%
38	Central Statistics	84,797	9,451	60,540	8,563	71.4%	90.6%
	National Security						
39	o/w core prov. dept.	27,212	84,453	291,909	0	1072.7%	0.0%
40	o/w (Prosecutor)			65,729	53,212	*	*
41	Prosecutor	1,255,671	122,711	1,080,386	116,499	86.0%	94.9%
	Total	43,936,723	9,764,670	73,812,712	6,212,740	168.0%	63.6%

Source: Faryab Mustoufiat, Accounting and Disbursements depts.

Table 14: Faryab Province, Expenditure by Department, by Category – Ordinary Budget Allocation 1381

#	Department	Category/Code							Total	Total Non-Salary as % of Total
		Personal Emoluments	Services	Tools and Materials	Maintenance and Repairs	Land Structural Equipment	Subsidies, Grants, Cont. & Pensions	Total non-Salary		
		1000	2000	3000	4000	5000	7000			
		Afs (new)								
	Courts									
1	o/w core prov. dept.	899,120	20,160	15,000	0	143,100	0	178,260	1,077,380	2.0%
2	o/w Juvenile House	122,958	1,500	116,000	0	15,000	42,240	174,740	297,698	0.6%
	Mustoufiat									
3	o/w core prov. dept.	1,325,800	38,900	203,880	20,410	731,000	60,400	1,054,590	2,380,390	4.4%
4	o/w Tollgate	75,870	0	0	0	0	0	0	75,870	0.1%
5	o/w Pension	7,404	0	0	0	0	0	0	7,404	0.0%
6	Religious & Hajj	1,384,400	4,000	4,000	1,000	0	0	9,000	1,393,400	2.6%
7	Commerce (Licensing)	93,440	4,599	6,930	2,770	8,780	2,600	25,679	119,119	0.2%
	Interior									
8	o/w Governor's Office	2,072,037	69,963	634,142	315,268	212,350	331,033	1,562,756	3,634,793	6.8%
9	o/w Police	0	12,600	0	235,000	30,000	642,690	920,290	920,290	1.7%
10	Education	18,524,630	49,711	513,500	322,900	19,000	0	905,111	19,429,741	36.2%
11	Higher Education (Pedagogy)	1,603,368	21,368	650,461	14,000	36,000	304,000	1,025,829	2,629,197	4.9%
12	Refugee Return	167,946	7,630	7,000	8,450	0	9,000	32,080	200,026	0.4%
13	Communications	1,310,745	6,258	147,506	24,600	46,900	1,130	226,394	1,537,139	2.9%
	Information & Culture									
14	o/w core prov. dept.	489,084	31,400	52,000	158,818	75,400	128,400	446,018	935,102	1.7%
15	o/w Radio & Television	362,885	11,300	161,550	53,100	38,000	6,050	270,000	632,885	1.2%
	Health									
16	o/w core prov. dept.	3,919,871	191,175	1,203,500	54,000	0	0	1,448,675	5,368,546	10.0%
17	o/w Malaria	301,896	4,367	3,500	0	0	0	7,867	309,763	0.6%
18	Women's Affairs	329,219	1,200	4,900	600	0	0	6,700	335,919	0.6%
	Agriculture									
19	o/w core prov. dept.	2,874,260	14,980	108,381	45,250	20,140	0	188,751	3,063,011	5.7%
20	o/w Ag. Tech. School	90,860	0	7,500	4,000	5,500	0	17,000	107,860	0.2%
21	o/w Ag. Prof. Lycee	698,442	70	112,905	500	1,000	0	114,475	812,917	1.5%
22	o/w Land Reform	668,038	0	2,712	0	2,000	0	4,712	672,750	1.3%
23	Irrigation & Water	744,494	11,215	53,675	42,351	60,000	0	167,241	911,735	1.7%
24	Public Works	410,400	0	600	0	0	35,000	35,600	446,000	0.8%
25	Rural Development	668,501	531	13,240	2,000	0	0	15,771	684,272	1.3%

26	Martyred & Disabled	366,355	28,000	31,500	0	35,000	0	94,500	460,855	0.9%
27	Transport	154,481	5,700	54,000	0	4,000	0	63,700	218,181	0.4%
28	Labour & Social Affairs	1,760,507	49,280	87,700	5,000	14,000	0	155,980	1,916,487	3.6%
29	Civil Aviation	156,626	4,670	11,608	14,500	0	500	31,278	187,904	0.3%
	Justice									
30	o/w Office of Rights	504,236	4,500	33,302	0	31,480	174,240	243,522	747,758	1.4%
31	o/w Dispute Resolution	141,285	2,000	8,500	0	25,085	43,125	78,710	219,995	0.4%
32	National Olympics	54,268	0	3,006	0	0	0	3,006	57,274	0.1%
33	Geodesy & Cartography	285,617	8,961	29,359	500	1,000	0	39,820	325,437	0.6%
34	Central Statistics	84,797	1,750	4,301	0	2,000	1,400	9,451	94,248	0.2%
35	National Security	27,212	1,000	73,400	0	9,000	1,053	84,453	111,665	0.2%
36	Prosecutor	1,255,671	8,770	53,941	0	60,000	0	122,711	1,378,382	2.6%
	Total Government	43,936,723	617,558	4,413,499	1,325,017	1,625,735	1,782,861	9,764,670	53,701,393	100.0%
	<i>Percent of Total</i>	<i>81.8%</i>	<i>1.1%</i>	<i>8.2%</i>	<i>2.5%</i>	<i>3.0%</i>	<i>3.3%</i>	<i>18.2%</i>	<i>100.0%</i>	
	Agricultural Cooperatives	182,486	0	4,000	0	2,500	0	6,500	188,986	
	Grand Total	44,119,209	617,558	4,417,499	1,325,017	1,628,235	1,782,861	9,771,170	53,890,379	

Source: Faryab Mustoufiat, Accounting and Disbursements depts.

Table 15: Faryab Province, Expenditure by Department, by Category - Actual Expenditures for 1381

#	Department	Category/Code							Total	Total Non-Salary as % of Total
		Personal Emoluments	Services	Tools and Materials	Maintenance and Repairs	Land Structural Equipment	Subsidies, Grants, Cont. & Pensions	Total non-Salary		
		1000	2000	3000	4000	5000	7000			
		Afs (new)								
1	Courts	1,075,781	20,160	15,000	0	143,100		178,260	1,254,041	1.6%
	Mustoufiat									
2	o/w core prov. dept.	1,663,019	37,515	154,117	20,000	732,995	60,400	1,005,027	2,668,046	3.3%
3	o/w Pension	24,928	0	0	0	0	0	0	24,928	0.0%
4	o/w Tollgate	120,368	0	0	0	0	0	0	120,368	0.2%
	Defense									
5	o/w Commissary	100,519	0	0	0	0	0	0	100,519	0.1%
6	o/w No. 200 Military Gar.	759,565	0	0	0	0	0	0	759,565	0.9%
7	Religious & Hajj	3,183,011	1,980	3,945	0	0		5,925	3,188,936	4.0%
8	Commerce (Licensing)	76,471	297	6,838	1,000	6,810		14,945	91,416	0.1%
	Interior									
9	o/w Governor's Office	2,318,820	18,700	312,989	214,300	69,578	331,009	946,576	3,265,396	4.1%
10	o/w Police	1,325,337	12,600	0	235,000	30,010	646,786	924,396	2,249,733	2.8%
11	Education	44,603,016	11,749	513,487	322,900	0		848,136	45,451,152	56.8%
12	Higher Education (Pedagogy)	1,296,302	2,677	29,300	10,049	31,650	227,996	301,672	1,597,974	2.0%
13	Refugee Return	197,406	6,000	7,000	7,950	0	9,000	29,950	227,356	0.3%
14	Communications	1,370,383	2,970	147,470	24,550	41,750	1,130	217,870	1,588,253	2.0%
	Information & Culture									
15	o/w core prov. dept.	571,080	29,318	21,478	102,032	48,480	105,799	307,107	878,187	1.1%
16	o/w Radio & Television	442,722	9,000	102,825	48,250	38,000	3,500	201,575	644,297	0.8%
	Health									
17	o/w core prov. dept.	3,960,238	112,101	193,282	9,810	0		315,193	4,275,431	5.3%
18	o/w Malaria	363,849	4,367	3,500	0	0		7,867	371,716	0.5%
19	Women's Affairs	406,429		2,700	0	0		2,700	409,129	0.5%
	Agriculture									
20	o/w core prov. dept.	2,778,078	2,985	49,105	12,302	3,125		67,517	2,845,595	3.6%
21	o/w Ag. Tech. School	60,645	0	6,800	2,000	5,464		14,264	74,909	0.1%
22	o/w Ag. Prof. Lycee	428,400	35	56,905	0	1,000		57,940	486,340	0.6%
23	o/w Land Reform	356,392	0	2,662	0	2,000		4,662	361,054	0.5%
24	Irrigation & Water	537,075	7,932	30,286	4,499	59,078		101,795	638,870	0.8%
25	Public Works	375,564	0	600	0	0		600	376,164	0.5%

26	Rural Development	651,784	531	12,986	1,945	0		15,462	667,246	0.8%
27	Martyred & Disabled	481,090	26,399	25,505	0	32,000		83,904	564,994	0.7%
28	Transport	299,577	2,150	53,990	0	4,000		60,140	359,717	0.4%
29	Frontiers	34,498	0		0	0		0	34,498	0.0%
30	Labour & Social Affairs	1,422,850	48,180	85,100	0	14,000		147,280	1,570,130	2.0%
31	Civil Aviation	167,942	2,739	10,078	12,000	0		24,817	192,759	0.2%
	Justice									
32	o/w core prov. dept.	63,327	0	15,998	0	15,000		30,998	94,325	0.1%
33	o/w Office of Rights	431,626	4,500	20,539	0	15,525	18,304	58,868	490,494	0.6%
34	o/w Dispute Resolution	104,266	500	6,971	0	9,500	14,085	31,056	135,322	
35	National Olympics	54,110	0	2,996	0	0		2,996	57,106	0.1%
36	Geodesy & Cartography	207,680	271	23,697	0	1,000		24,968	232,648	0.3%
37	Central Statistics	60,540	862	4,301	0	2,000	1,400	8,563	69,103	0.1%
	National Security									
38	o/w core prov. dept.	291,909	0	0	0	0	0	0	291,909	0.4%
39	o/w (Prosecutor)	65,729	1,000	42,700	0	9,000	512	53,212	118,941	0.1%
40	Prosecutor	1,080,386	3,558	52,941	0	60,000		116,499	1,196,885	1.5%
	Total Government	73,812,712	371,076	2,018,091	1,028,587	1,375,065	1,419,921	6,212,740	80,025,452	100.0%
	<i>Percent of Total</i>	<i>92.2%</i>	<i>0.5%</i>	<i>2.5%</i>	<i>1.3%</i>	<i>1.7%</i>	<i>1.8%</i>	<i>7.8%</i>	<i>100.0%</i>	
	Agricultural Cooperatives	154,829	0	3,246	0	1,900		5,146	159,975	
	Maimana Bank	74,490	0	0	0	0	0	0	74,490	
	Chamber of Commerce	29,963	0	0	0	0	0	0	29,963	
	Salt Mines	95,626	0	0	0	0	0	0	95,626	
	Grand Total	74,167,620	371,076	2,021,337	1,028,587	1,376,965	1,419,921	6,217,886	80,385,506	

Source: Faryab Mustoufiat, Accounting and Disbursements depts.

Table 16: Faryab Province, Tashkeel by Grade for 1381																										
Department	Karmand Positions (Grade)												Agir Positions (Grade)												Total	
	Beyond	1	2	3	4	5	6	7	8	9	10	Total	Beyond	1	2	3	4	5	6	7	8	9	10	Total	Positions	
Courts																										
o/w core prov. dept.	1	1	11	16	35	13	1	4	6			88				2		1	1			19		23	111	
o/w Juvenile house			1	1	2	5	2					11				1		1		1				3	14	
Mustoufiat			1	5	15	11	28	2				62					5	14	1	1	1	18		40	102	
Defense (Commissary)	na											17	na											15	32	
Religious & Hajj Interior			1	1	16	2	4					24				13	13	40	171		2			239	263	
o/w Governor's Office	1	7	9	14	23	28	20					102			1	24	9	7	30	7				78	180	
o/w Police Department	na											928	na											1,928	2,856	
Education	na											2,713	na											583	3,296	
Higher Education		2		3	2	2	6	4	4	21		44			1	2		2			4	2		11	55	
Refugees			1		1	3	1					6				1			2					3	9	
Communications			1	5	9	7	13	6				41				2	3	7	26	18				56	97	
Information and Culture																										
o/w core prov. dept.			1	2	10	7						20		1	1	4	2		9					17	37	
o/w Radio & Television			1	2	6	10						19						3			2			5	24	
Health																										
o/w core prov. dept.			1	13	39	115	78	71	2			319				13	27	13	14	41	57			165	484	
o/w Malaria					1	1		1	5	2	2	12				1	3	1			1			6	18	
Women's Affairs		1		1	2	1	3		1			9	1	1	2	5	1	1	1	1	3			16	25	
Agriculture			1	12	49	35	7	1				105			1	13	13	3	5	31	24			90	195	
Irrigation & Water			1	6	7	7						21			1	4	2		3		4			14	35	
Public Works				1	2	4						7				3		1	9	1				14	21	
Rural Development			1	5	9	9	2					26			2	10		2	4	2				20	46	
Disabled & Matyred		1		4	6		5	3				19				1	1		3					5	24	
Transport					1		4	3				8								1				1	9	
Frontiers			1	1		3						5				1		1			1			3	8	
Social Affairs			1	2	11	13	5	3				35			2	2		6						10	45	
Civil Aviation	na											14	na											5	19	
Justice																	na									
o/w Office of Right			1		12		14	1				28						2	1	12	1			16	44	
o/w Dispute Resolution			1		5	1						7						3		1				4	11	
National Olympics						1	1					2					1		1					2	4	
Geodesy & Cartography				1	3	2	1	1				8					2				3	1		6	14	
Central Statistics				1			1					2										1		1	3	
National Security	na											146	na											52	198	
Prosecutor		1	14	12	33	28	16					104				2	3				20			25	129	
Total	2	13	49	108	299	308	212	100	18	23	2	4,952	1	2	11	104	85	108	281	117	123	41	0	3,456	8,408	

Source: Faryab provincial departments

Table 17: Faryab Province, Distribution of Employees by Personal Grade, for the month of Sunbulla 1381

Department	Personal Grade													
	Outside	Beyond	Above	1	2	3	4	5	6	7	8	9	10	Total
Courts		5	2		3	6	8	6	2	6	6	11	3	58
Mustoufiat		7	6	4	1	5	8	11	11	2	2	12	7	76
Defense (Commissary)		1	1		2	11	9	26						50
Religious & Hajj								1	1		2	1	2	7
Commerce		1	7	3	2	5	3	5	14	4	4	6	8	62
Interior		6	4	5	3	8	8	18	11	5		3	11	82
Education		153	59	108	124	152	117	103	86	229	170	1,037	543	2,881
Higher Education		10	1	1	1	1	4			1	7	6	2	34
Refugees		1			1		2	3	2					9
Communications				1	4	7	7	6	9	14	1	3	2	54
Information and Culture		2		3	7	6	5	7		1	7	3	7	48
Health		5	9	15	7	19	18	25	30	7	37	37	29	238
Women's Affairs		1	1	1	2	8			1	1	4		5	24
Agriculture		13	4	25	4	10	23	13	2	9	5	1	9	118
Irrigation & Water				2	3	1	4	2	1	1	5	8		27
Public Works (Road Maintenance)		1			1	4		1	9	1			3	20
Rural Development				2	2	18	3	4	3	2				34
Disabled & Martyred		1				4	5	1	6	2			5	24
Transport				2		1	3			4	1	1	2	14
Social Affairs				1	1	5	4	2	20	20	4		28	85
Civil Aviation			1		1	2	1		2	2				9
Justice		2			1	2	5		2	2	2	1	9	26
National Olympics (Sports)		1					1		1					3
Geodesy & Cartography (Cadastre)		3	2		1		1			1	1		1	10
Central Statistics				1				1				1		3
Prosecutor		2	11	3	8	4	4	3	2	2	11	2	5	57
Total	0	215	108	177	179	279	243	238	215	316	269	1,133	681	4,053
% Distribution	0.0%	5.3%	2.7%	4.4%	4.4%	6.9%	6.0%	5.9%	5.3%	7.8%	6.6%	28.0%	16.8%	100.0%
Total Excluding Education	0	62	49	69	55	127	126	135	129	87	99	96	138	1,172
Distribution Excluding Education	0.0%	5.3%	4.2%	5.9%	4.7%	10.8%	10.8%	11.5%	11.0%	7.4%	8.4%	8.2%	11.8%	100.0%
% Distribution of Position grades (excludes Education)		0.1%	0.0%	0.7%	3.0%	10.6%	19.1%	20.7%	24.6%	10.8%	7.0%	3.2%	0.1%	100.0%

Source: ASI