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PUBLIC PERSONNEL SYSTEM
OF AFGHANISTAN

BY

Abdul Aziz Danishyar

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A.A. Danishyar

PREFACE

This paper is an attempt to describe, analyze, and evaluate the personnel system of Afghanistan. The significance of the study, of course, is closely related to the important role that the civil service plays in modern government. Afghanistan, being an undeveloped country, has recently taken wide measures to bring vast changes in the social as well as the economic order of the Afghan society. The end of the first Five-Year Plan and the introduction of the second one are indications of important strides made to satisfy the changing needs of the people. All such efforts have resulted in an increase in the number of government activities. In order to fulfill the need for an effective and efficient government, and to respond to the demands of a changing society, the existence of manpower is fundamentally essential. Thus, this study aims at the analysis of the present problems of personnel administration in Afghanistan and the solutions to overcome such problems.

Before touching upon personnel problems, the author devoted the first part of this study to a description and analysis of various aspects of the Afghan society. Thus not only geographical characteristics, historical background, social and economic structures of Afghanistan are studied but also the present structure of the Afghan government is comprehensively analyzed. This approach, the author believes, is essential for studying any aspects of public administration. In

writing this part, an attempt has been made to illustrate the implication of environmental factors for personnel administration.

The second part of the study starts with a thorough description and analysis of personnel functions and practices in Afghanistan. Critical evaluation of the present personnel administration is the concern of the last part of this paper. In this part the author adopted two approaches to the study of personnel problems facing the Afghan government, namely the sociological approach and the organizational approach. The first approach aims at problems which result from the cultural elements or value systems inherent in the Afghan society. The second approach analyzes what the defects and weaknesses of the present personnel practices are. In other words, the author tried to critically reveal the shortcomings of the present rules, regulations, and practices regulating the civil service system in Afghanistan. To overcome the above sets of problems arising out of environment and poor personnel policy, the writer attempted to suggest certain measures to be taken by the Afghan government in handling its personnel issues. To relate his suggestions to the individual problems, the author deemed it advisable to give the suggestion immediately following the discussion of the relevant problem. In other words, each problem is followed by a suggestion to overcome it.

The study is greatly founded on the descriptive, analytical, and critical evaluation of the present personnel policy and practices. To supplement the study, the author, while in Afghanistan in summer of 1959, conducted a good number of interviews not only with personnel

heads of various ministries but also with other public employees who were considered to be important sources of useful information. The author would like to mention the fact that he was greatly helped in the course of this study by his own observation and knowledge gained through three years of experience with the Afghan administration as a public employee. In the analysis of the Afghan personnel system, the author tended to set up a frame of reference based on practices and techniques employed by modern bureaucracies.

The most important difficulty that the author faced during this study was the inavailability of relevant information and data. The author must admit that in Afghanistan writings on any aspects of public administration in general and personnel administration in particular hardly exist. It is not an exaggeration to say that a great number of public employees are unaware of the fact that today universities are providing for the teaching of personnel administration. No attempt has been made so far to embark upon a systematic survey study of personnel problems in Afghanistan. This has not been the whole problem. In fact, while the author was conducting his research, it was a painstaking task to acquire or ask for an official document. To consult or interview a public employee, especially when he was in a key position, made the author several times go and return without having any opportunity to see him. In every step the author found that his attempt was looked upon suspiciously. In the course of writing this thesis at A.U.B., the writer, furthermore, found himself in many instances in

need of certain information and data. In all such instances, he could do nothing but send questionnaires to various ministries or his friends to collect the information or documents needed. Receiving answers to mailing questionnaires used to take several weeks.

The author wishes to express his gratitude to all those who provided him with the opportunity to consult and interview them for the purpose of collecting information and data. He is particularly indebted to Dr. Ali Ahmad Popal, the present minister of education of Afghanistan who furnished him with valuable official documents whenever requested for. The author would like to thank all his friends especially Mr. S.A. Baha the Director of Planning in the Ministry of Planning who assisted him in responding to periodical demands for urgent material and information. It is a pleasure to the writer to acknowledge his indebtedness to professor A.A. Rahhal the present chairman of the Department of Political Studies and Public Administration of A.U.B. who has guided and encouraged the writer in improving this study and making it more analytical and critical.

ABSTRACT

Although Afghanistan is rich in natural resources and fertile agriculturally, yet only within the last generations, especially in the era of the present government rule, the country has been able to fully concentrate on economic development. The great responsibilities falling on the shoulder of the government for bringing a drastic change in the economic as well as social aspects of the Afghan society have put the civil service in Afghanistan under a severe test. There is a general awareness among the Afghan intellectual class and official authorities that the present civil service is not sufficiently competent and efficient to be able to put the huge development projects into effect. Thus, the purpose of this study is to examine the practices and techniques employed by, and the rules and regulations governing the public personnel administration in Afghanistan.

The essential finding of the study is that the personnel system of Afghanistan is suffering much from the cultural values and the present economic situation of the Afghan society. The limited number of educated and technical personnel, and the absence of effective and efficient techniques to be employed for attracting the best qualified candidates are problems encountering the public personnel administration in Afghanistan. Furthermore, the study revealed that selection is not based on a standard measure. Examination is rarely employed as a means of selecting candidates for public service. Promotion is based on seniority, supervisor evaluation of public officials, and vacancies.

There is a complete absence of a position classification plan, and a well set up pay scale. The personnel problems are handled by individual ministries. Although a basic personnel law exists for all the Afghan public employees, yet in its application many variations can be observed. The study found that in practice the public employees in various instances do not conform with the established rules of conduct. The personnel system has also failed to take a positive approach to discipline.

To provide solutions for such problems, the author, first of all, stressed the value of education and the developing of an intelligent educational program for bringing a gradual social change to the Afghan society. Moreover, the establishment of a School of Public Administration for giving in-service training to public employees, who are mostly deprived of high education, is emphasized. For a uniform and more efficient public personnel administration the author suggested the setting up of a central agency responsible for handling the problems of recruitment and examination, and developing a position classification plan and a pay scale based on a thorough investigation of the cost of living. To make public employees produce more and work in a more efficient manner, the author suggested tentative experimentation with the human relations techniques, although he is not sure of their workability at the present state of social development in Afghanistan.

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CHAPTER I

INTRODUCTION

A. GENERAL BACKGROUND

a. Geographical Characteristics

Afghanistan, or the land of Afghans, is a highland country which is situated in the heart of Asia. The country is lying completely in the north temperate zone, between $29^{\circ} 30'$ and $38^{\circ} 85'$ of north latitude and $60^{\circ} 50'$ and $74^{\circ} 50'$ of east longitude. The distance of the country from the sea is approximated 500 kilometres. The area of the country is estimated to be eight hundred thousand square kilometres. Roughly speaking, it is one and half times as big as Germany and about as large as Japan.¹ Its population is more than 12,000,000. Geographically speaking, it is closely compared with Scotland.²

Afghanistan is bounded on the north by the Republics of Tajekistan, uzbekistan, and Turkmanistan of the Soviet Russia. The common boundary line between Afghanistan and the above mentioned Republics starts from Poralo Shiekooky in the east and ends at the

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1. Jamal-ud-Din Ahmad and Mohammad Abdul Aziz, Afghanistan, London, Longmans Green & Co. Ltd., 1936 p. 10.
 2. Sirdar Iqbal Ali-Shah, Afghanistan of the Afghans, London, The Diamond Press Ltd., 1928, p. 9

Zulfiqar village in the west. The boundary line between the two countries is about two thousand kilometres, out of which 1300 Km. is the distance where the Oxus, or to give its modern name, the Amu Darya runs from the east to the west. The oxus has its source in the Pamir region, and falls into the sea of Aral. The remaining part of the common boundary line is marked by boundary Pillars.

On the west the country is bounded by Persia. The boundary line is marked by rivers, rocks, lakes, and boundary Pillars extending from Zulfiqar in the north to the mountain of Malik Siah in the south.

Afghanistan is bounded on the south by Baluchesta, a part of Pushtunistan, and on the east by China, Chitral and Pushtunistan. In the northeast, the country has a common border line of about hundred kilometres with China.

Generally speaking, Afghanistan is a country with high mountains. The most important mountain of the country which runs toward western direction for over 700 kilometres from the perpetually snow-covered mountain of Pamir is known as Hindukush. The highest peak of Hindukush which is called Tirach Mir rises to a height of 7740 meters. Beyond Kabul this mountain is known as Kohi-Baba which has its branches stretched from the central part of the country toward north, northwest, south and southeast. The mountain is covered with perpetual snow which feeds innumerable mountain torrents and rivers. Two other ranges of mountain are famous in

Afghanistan. One is the "Loe Shilman" (Great Sulaiman) range which runs southwest from the Pamir almost toward Baluchistan. The second is known as "Spin-Ghar" which stretches from the "Loe Shilman" to the central highlands of Kohi-Baba.

The existence of these ranges of mountains, as a matter of fact, has divided the country into different separate parts, so that each has its own people with special custom, value system, and language. The mountains have provided for small and narrow routes through which people could go in the past, even today, with a lot of difficulty from one place to another. Such travels have always had the risk of killing travellers.

The barrier of the great Hindukush range is crossed by lofty passes. These hard passes have connected the "Oxus" valley with that of "Sind" for thousands of years. Through the passage of history, these passes have witnessed innumerable invasions and travels.¹ As such, the communication and transportation, which have a great role in connecting the different parts of the country, have been hindered by the physical nature of the country.

It has been estimated that the average height of Afghanistan is about nine hundred meters above sea level. However, the central highland valleys reach a height of two thousand meters from the sea.²

1. Anjuman-i-Aryana Dieratul Maarif, Afghanistan, Kabul, Kabul Press, 1955, p. 4.

2. Jamal-u-Din Ahmad and Mohammad Abdul Aziz, op. cit., p. 15.

The country has, compared with the mountains, some small plains here and there. In the north lie the plains of Badakhshan, Mazar-i-Shareef, and Maimana. In the northwest lie the basins of the Murghab and Huriroad. A wide desert waste lies to the north of the Baluchistan where nomadic families are living.

Rich and fertile soil is found in all parts of Afghanistan. The people in Afghanistan, mostly, depend on agriculture. As such, vast rich and cultivated lands, which are the result of the efforts of the farmers themselves, are seen in the northern, eastern and western parts of the country. Elsewhere, in the mountain valleys, there are patches of rich soil which yield an abundant harvest if irrigated, though dry farming in certain parts has been also the practice of the people. These patches of fertile land vary in width from a few square meters to scores of square kilometres. The hillsides, usually in the northern part, are cultivated to yield wheat, melon, and watermelon.

The climate of Afghanistan varies widely in different parts of the country. The general characteristic is the great variation of the temperature between winter and summer. In summer, in the southwest in the sun, the temperature reaches as high as 60°C . (140°F). In the central highlands of the northeast the temperature falls as low as -25°C . (-13°F) in winter. The daily range of temperature is often 29°F .

Rainfall or snowfall reaches not more than 15 inches (390 mm). Rainfall is heaviest in the eastern part of the country

and it gradually decreases in the south-west where it is no more than 60 mm $2\frac{1}{2}$ inches a year. The average annual rainfall does not exceed 7 inches.¹

The following table shows the record of the temperature and rainfall of the capital of Afghanistan, Kabul.

KABUL TEMPERATURE²

Summer Months

Months:	Hamal Mar-Apr	Thour Apr-May	Jawza May-June	Saratan June-July	Asad Jul-Aug	Sunbula Aug-Sept
Centigrade	15	20	22.5	25 hottest	24.5	20.5
Fahrenheit	59	68	73	77	76	69

Winter months

Months	Mizan Sept-Oct	Agrab Oct-Nov	Qaus Nov-Dec	Jaddi Dec-Jan	Dalv Jan-Feb	Hut Feb-Mar
Centigrade	14.5	10.5	4.5	Coldest 0.5	20	6.5
Fahrenheit	58	51	40	31	36	47

1. Jamal-u-Din Ahmad and Mohammad Abdul Aziz op.cit., p. 30 .
2. Ibid., p. 31.

KABUL RAINFALL

Summer Month

Months	Hamal Mar-Apr	Thour Apr-May	Jawza May-June	Saratan Jun-July	Asad July-Aug	Sumbulah Aug-Sept
Millimetres	56	15	6	6	5	Direct
Inches	2.2	0.6	0.2	0.2	0.2	

Winter Months

Months	Mizan Sep-Oct	Aqrab Oct-Nov	Qaus Nov-Dec	Jaddi Dec-Jan	Dalv Jan-Feb	Hut Feb-Mar
Millimetres	3	26	6	26	21	Wettest 120
Inches	0.1	1	0.2	1	0.8	4.1

b) Historical Background

The country which has the name of Afghanistan in the contemporary history of Asia was known as "Khurasan" in the Middle Age and "Aryana" in the ancient history. Afghanistan has acquired its present name in the nineteenth century. As such, some people think that the country has secured its historical and political existence in the eighteenth and nineteenth centuries. This kind of thinking, however, is completely wrong. Afghanistan is one of ancient countries of Asia which has had different names in the

different periods of history with a boundary between India, China, Persia and Sind. Also, the country has developed through the eras of history its own civilization, language, literature, custom, opinion, trade and other political and social values.¹

Aryana, or ancient Afghanistan, was divided into three provinces: Drangiana, Arachosia, and Paropamiscus. Drangiana occupied the whole of northern Afghanistan, Arachosia the north-eastern portion and Paropamiscus the valley of the Kabul river.² Balkh, located in the north, whose ancient name was Bakhdi, was the capital of a significant Aryan kingdom at the dawn of history. It is from Balkh that the famous Bactrian king, Zoroaster the founder of Mazdianism started preaching his religion, which afterward became the state religion of ancient Persia.³ Balkh is now in a state of almost complete ruin. It has, indeed, received the same fate of Babylon and Ba'albek.

Alexander the Great, after defeating and subjugating the great Persian empire, started his march toward Afghanistan, entered the country from the north-west, and captured Herat, Farah, Qandahar and Ghazni. After having subjugated the king of Balkh, he led his huge army along the Kabul River to India.⁴

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1. Anjuman-i Aryana Dierat-u-l Moarif, op cit., p. 17.
 2. Sirdar Iqbal, Afghanistan of the Afghans, London, The Diamond Press Ltd. 1928, p. 21.
 3. Jamal-u-Din Ahmad and Mohammad Abdul Aziz, op. cit., p. 43.
 4. Sirdar Iqbal Ali Shah, op. Cit., p. 22.

It is clear that the influence of the Greek rule in the East was very great. A considerable fusion took place between the East and West. Afghan arts and crafts, beliefs and values were greatly affected by the invaders and, as a matter of fact, this influence of Greek rule brought a revolution to the whole life of the country.¹

The next important era of the Afghan history is the rise of Islam through the invasion made by the Arabs in the seventh century. The Arabs entered the country from the north-west and extended their dominion in Herat, Zamirdawar and Bactria. But the heart of the country was not occupied for over two centuries. Kabul was defended staunchly with typical Afghan bravery.

The Arab conquest, by the sword, was not the only story. The major gift of the Arabs to our country was the religion of Islam which penetrated the hearts of the populous. Islamic religious preaching became the fundamental basis of education in the country which resulted in the rise of a great number of Afghan scholars in the Islamic world.

The administration of the Arabs usually took place through two important figures: The first of them was the military commander who worked as the governor of the country. The judge, the second figure, used to be considered as the representative of the caliph. These two persons had to supervise and take care of the construction of mosques, preaching of Islam, and financial and military matters

1. Anjuman-i- Aryana Dierat-ul-Moarif, op.cit, p. 31.

of the conquered provinces. Each of them had his own representatives in the subdivisions of the provinces. At the outset, the administrative organizations of the Arabs were very routine and simple. Afterward, it began to be expanded. The Arab military chiefs, inspired by the appeal of the holy religion and equipped with justice and good conduct, used to put three conditions for non-muslims: (1) To accept Islam. In such case the conqueror and the conquered had equal rights; (2) To pay "Jazya"¹ where the conquered people were free in their beliefs and actions; (3) war which would result in destructive actions and shedding of bloods by the conquerors.²

This kind of administration lasted from the era of the second caliph to that of the third in Afghanistan. In the era of the fourth caliph the influence of Arabs in the northern part of Afghanistan was decreasing. The administrative center of the Arabs in Afghanistan during the ummayyad caliphs was in "Neshapour" which latter on shifted to "Zarange". In the ummayyad era the fundamental principle of Islamic justice and equality began to break down and replaced by a feeling of fanaticism against non-Arabs.³ The result of this feeling was that all governors, judges and the religious leaders were appointed only from among the Arabs and as such provided the basis of hostility toward the Arabs on the part of the conquered countries.

During the ummayyad era the governors of Afghanistan were appointed from Damascus — each having the following administrative figures with him: (1) a "Mustawfi", or the finance officer, (2)

1. By Jazya was meant an amount charged to be paid by the conquered.

2. Anjuman-i-Dierat-u-l Moarif, op.cit., p. 38.

3. Ibid.

judge, (3) police officer and (4) a secretary.¹

During the Abbasid Empire the administrative organization of the Arabs in Afghanistan, compared with that of ummayyad, expanded. But, now since the influence of Afghans was increasing, a great number of Afghans began to hold administrative positions in the machinery of Abbasid government.

The taxes that were collected from Afghanistan and sent to Abbasid state show that Afghanistan was one of the rich countries of the Islamic world. The total amount of these taxes according to provinces were as follows.²

1, Kerman province	4,000,000	Derham
2, Makran province	400,000	-
3, Seistan province	4,000,000	-
4, Sind province	11,000,000	-
5, Khurasan province	228,000,000	-
Total	274,400,000	-

In 1220 Afghanistan went in the hands of Mongol hordes of Chengaze Khan. The gallent resistance of Afghans aroused a sense of dreadful retribution. The Mongol hordes under the leadership of changaze Khan razed the prosperous cities of Badakhshan, Balkh, Herat, Bamian, Ghazni and Farah to the ground. Hundreds of thousands of people were murdered under the ruthless generalship of changaze. All the things of value were destroyed and the country was changed to a complete ruin.³

1. Ibid., p. 39.

2. Ibid.

3. W.K. Fraser-Tyler, Afghanistan, London, Oxford University Press, p. 28.

It was not more than one and half a century later that another ruthless conqueror, Timur the Lam, repeated the horrors of the chengaze hordes. But the destruction was replaced by the constructive measure of his successors. Timur's successors had a direct control over their dominions which resulted in a long and peaceful government for about a century. Herat, in 1409, rapidly gained her old prosperity and trade, and was enriched with many fine buildings. It was the Shahrukh's enlightened administration which brought a revolution to arts, letters and philosophy under his successors.¹

Under the Mongol Empire a great attention was paid to the Afghan provinces for sentimental as well as strategic reasons. Mongols governed the country with wisdom and moderation. They left the tribes alone to manage their affairs through tribal "jirgas" i.e. councils. They gave the native chiefs considerable autonomy and often rose them to the high administrative positions. Nevertheless, a great number of people were not content with their lot. The signs of national revival were seen here and there. The national movement, finally, resulted in the national kingdom by "Ahmad Shah Baba."

Ahmad Shah Baba, being a great lover of his people and his country, administered the country constitutionally with the advice and help of the representatives of the people.²

1. Jamal-u-Din Ahmad and Mohammad Abdul Aziz op.cit, p. 53.

2. Ibid., 61.

The coming of Ahmad Shah on the scene while those great empires, Persian and Indian, were competing was a great fortune for Afghans. In the words of W.K. Fraser-Tytler, he was "The first of those administrators who have on occasions in the course of Afghan history emerged from obscurity to pilot their people through the dangerous shoals of central Asian politics, and to whom the Afghan nation owes its political survival."¹

He ruled through a council which comprised nine principal sirdars, i.e. the tribal heads. Each of these heads was responsible for his section of the people. These sirdars were consulted by the king in all major issues of state.² Each chief, being a member of a centralized council, ruled his own tribe. He was supposed to receive payments of money in respect of such services.³ Ahmad Shah introduced a revolution in the administrative system of the country. He based the military as well as the civil administrative organization on a more firm basis with clearer functions performed by different ministries. His great internal or local policy was to bring the people closer to one another and eliminate the hostility which had prevailed among them.⁴

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1. W.K. Fraser-Tytler, op.cit., pp. 64-65.
 2. Ibid., p. 65.
 3. Brig-Gen Sir Percy Skes, A History of Afghanistan, London, Macmillan & Co., Ltd. 1940, p. 353.
 4. Anjuman-i-Aryana Dierat-ul-Moarif, op.cit., p. 55.

Ahmad Shah left a great and strong Afghanistan with huge population behind him. Under the reign of his son, Timur Shah, the center of administration was shifted from Gandahar to Kabul. Zaman Shah the grandson of Ahmad Shah could not retain the allegiance of his democratic followers. His followers, whose fathers had elected Ahmad Shah to kingship, agreed to put a limit to his power or to depose him. The plot was detected and Zaman Shah, the king, ordered to execute the conspirators including Bayendah Mohammad Khan, the most powerful chief in the kingdom. This misguided policy brought about civil wars, and the continuous struggle among brothers for acquiring the throne.¹

The first king of the present royal dynasty, i.e. the Mohammad Zahi dynasty, was Dost Mohammad Khan. It was in his reign that the British government, afraid of the Empire of Persia, sent a large army under the generalship of "Meknaton" who captured Kabul, the capital of the country. This war is known as the First Afghan War of (1839-1842). The existence of the British soldiers in Kabul aroused the feelings of people against Britishers and finally under the leadership of Mohammad Akber Khan the eldest son of Dost Mohammad Khan, the national warriors murdered "Mecknaton" and his soldiers.²

The second Afghan war took place in (1875-1879) when king Shair Ali Khan started to initiate friendly negotiations with Russians and refused to agree to the establishment of the British embassy in

1. Jamal-u-Din Ahmad and Mohammad Abdul Aziz, op.cit., p. 62.

2. Extracted from a few notes taken in one of the history class in Afghanistan

Kabul. The British army, as a result of this policy, entered Afghanistan from Qandahor and occupied the country. But, on the one hand, in order to keep down the sentiments and feelings of the people and, on the other hand, to succeed in its policy, the British government accepted Amir Abdur-Rahman Khan as the king of Afghanistan and made a treaty with him as to recognize the interest of the British policy.¹

The country was ruled on the basis of feudalism during Dost Mohammad Khan and Shair Ali Khan. They divided the country among the members of their families. Each member was supposed to have close relationship with feudal lords who had a strong power. The amount and the size of the revenue in each province was dependent on the power of the feuds exercised over the people.

But this policy became subject to alteration during the reign of Abdur-Rahman Khan. He tried, to the extent that he could, to suppress the heads of the tribes and to bring about a unitary administrative system, directly controlled by the centre.² The way he ruled the country had been unknown before to the people. He enjoyed an absolute power. He was the person who raised a standing army and put an end to the traditional feudal militia under tribal chiefs. This army was used as a strong means in his hands for the establishment of an efficient central administration and the collection of assessed taxes for public

1. Ibid.

2. Anjuman-i-Aryana Dieratul-Moarif, op.cit., p. 57.

revenue. He relieved the people of the country of the petty tyranny of tribal chiefs and decreased greatly the number of robberies and violent crimes.¹ He endeavoured to avoid entrusting the government of outlawing provinces to his relatives and possible rivals, a great mistaken policy carried by his predecessors.² Loyal subordinates were appreciated and promoted to high posts by him. At the same time, in order to suppress all the outlawing powers and to enhance the centralization of his system of administration, he established a system of spies and informers.

The Amir is famous in his brutal and ruthless actions. He was the only authority who could order the death penalty; all important issues relating to the internal government or matters regarding political relations with foreign countries had to be dealt with only by him. The significant matters of state departments were supposed to receive the final judgment and approval of the Amir. Government officials were selected and appointed by his own authority. Moreover, he was the only person who was supposed to try and sentence all prisoners accused of any serious crimes. He had to devote a portion of his time to the mere reading of the private reports from spies. Minor cases were to be settled or decided upon by his officials

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1. Ernest F. Fox, Travels in Afghanistan, New York, The Macmillan Co., 1938, p. 15.
 2. W.K. Fraser-Tytler, op.cit., p. 172.

through the small authority given to them.¹ The Amir ruled his people with iron hand and severe punishment. He used to hang robbers, and cage criminals.²

In the reign of Abdur Rahman Khan a military as well as a civil administration was created. Under military administration, he included the departments which had to do with the manufacture of every kind of war materials and the industries associated with each. The civil administration comprised the Boards of Treasury and Trade, the Bureau of Justice and Police, the offices of records, posts and communications, and Public Works. The departments of education and medicine were separate organizations. The Board of Treasury had its branches of Revenues and Expenditure in the northern, southern, eastern and western parts of the country. The Treasury was divided into the State Treasury and the Private Treasury. The control of the State Treasury was in the hands of the State Treasurer and the Councillor of the Exchequer, who was responsible for rendering account to an Accountant-General. The Private Treasury was supposed to collect the income and money of the Royal Family.³

It was the practice of the departments to prepare an abstract of the statements of daily revenue and expenditures, countersigned by the heads of the departments concerned, to be submitted to the Amir.⁴

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1. Frank A. Martin, Under the Absolute Amir, London, Harpers & Bros., 1907, p. 99.
 2. W.K. Fraser-Tytler, op.cit., pp. 172-173.
 3. Angus Hamilton, Afghanistan, London, William Heinemann, 1906, pp. 272-273.
 4. Ibid., p. 273.

The government was conducted by a supreme council and a general assembly drawn from three classes, the Sirdars (Members of the Royal Clan), the Khans who represented the country, and the Mullahs, or the religious leaders. These three classes were divided into two parties, the "Darbar-i-Shahe" or the supreme council and the "Khawanein Mulkey" or general assembly. Shaghasee was the person who convoked these representatives.¹

In the Amir's supreme council or cabinet was different from the English Cabinet in that there was no prime minister and that the cabinet could not give advice to the crown without being asked to do so.²

The cabinet of the Amir was composed of the following officials:

- 1) Shaghasee
- 2) Lord of the Seal
- 3) Chief secretary and several other secretaries
- 4) The military officials of the bodyguard
- 5) Lord Treasurer of the private treasury of the sovereign
- 6) Secretary of state for war
- 7) Secretaries of state for the north, south, east, and
west provinces
- 8) Postmaster-General

1. Ibid., p. 274.

2. Ibid.

- 9) Commander-in-chief or his deputy
- 10) Master of the horse
- 11) Kofwal or home secretary
- 12) Quarter Master-General
- 13) Accountant-general
- 14) Groom of the Bed-Chamber
- 15) Super intendent of the magazines
- 16) Heads of the Board of Trade and of the Board of
Education.

In addition, sometimes, some other officials also joined the meetings when they were in the confidence of the Amir.¹

The laws of the country were of three kinds:

- 1) Islamic laws
- 2) Those created by the Amir himself
- 3) Tribal laws.

In the provinces the government was conducted by:

- 1) The governor-general, the governor together with the secretaries and staffs.
- 2) The judge with his subordinate
- 3) The kotwal (head of the police department) together with the force of police, secretary and the officials of the passport department.
- 4) Qafila Bashi (an official of the caravan department) with a Board of Commerce, a Revenue Office, Tax-Collector's Office, Treasury Office and a local military force.

1. Ibid., p. 275.

Qafila Bashi was responsible for the supply of transport to travellers.¹

After the death of Amir Ahdul-Rahman Khan, the throne was occupied by his son Amir Habibullah Khan in (1901). He agreed to a treaty by which the foreign affairs of the country were to be conducted by the British and the British Government, in turn, agreed to guarantee the territorial integrity of Afghanistan.

The Amir carried on the work of improvement. He abolished slave-trade, extended roads and established a system of irrigation. He was the first king who introduced western medicine, surgery, automobiles, telephones and wireless. He established the first educational institution on western lines. Moreover, under his effort, the first modern water-works and hydro-electric power station were set-up. The system of administration more or less was the same, as it was in the period of his father.²

After 18 years, he was killed and his successor, Amir Amannullah-Khan, assumed the throne of the kingdom. He proclaimed the independence of Afghanistan after the third Anglo-Afghan war where the British army was completely defeated. Being completely impressed by the western ways of life, the king tried to introduce European civilization to the country. This measure resulted in his abdication from the throne. After a period of nine months revolution,

1. Ibid., p. 282.

2. Jamal-u-D-Din Ahmad and Mohammad Abdul Aziz, op.cit., pp. 66-67.

Mohammad Nadir Shah, the father of the present king, secured the leadership of the country and was elected by the people as the king of Afghanistan. He devoted all his effort to reform and advancement of the country.¹

During his four year reign, the government succeeded in carrying out a large number of measures of fundamental importance. He promulgated the first liberal constitution of Afghanistan in October 1931 which provided for a national assembly to be elected by universal male suffrage. His government not only took measures for the improvement of agriculture, commerce, mining, industry, banking, finance, education, communication, and the army, but it also devoted its attention to sanitation, public health, medical aid, maternity welfare, municipalities and town improvement.

While attending a gathering, His Majesty was shot down and, as a result of an emergency meeting of the state council, Prince Mohammad Zahir Shah, the present king, the only son of the late king, was elected as the king of Afghanistan.²

1. Anjuman-i-Aryana Dierat-ul-Moarif op.cit., p. 57.

2. Jamal-uD-Din Ahmad and Mohammad Abdul-Aziz, op.cit., p. 79.

c) Social Characteristics

It has been known that Afghanistan is a unique country with a unique society. It is difficult to classify the Afghan society on the basis of caste and rigid class system. The caste system is completely absent in Afghanistan. In the same way, the Afghan society can not be classified on the basis of economic and occupational, and ideological groups, because the economy is still predominantly agricultural. The best way to classify the Afghan society is to describe it in terms of its ethnic, tribal and linguistic groups. Mr. Khaliqi in his thesis writes:

"The tribal system in Afghanistan does not imply any superior and subordinate caste colour, blood or religious denominations. Its internal parts are, the family, the language, the especific geographic locality in the country and the common allegiance to the leader or leaders of the tribe. Also the tribal system in Afghanistan does not imply any clear line of demarcation between the various tribes. And, there is a high rate of mobility, both horizontal and vertical." ¹

Family and tribal units constitute the fundamental basis of the Afghan society. The family has reserved its primary importance in the Afghan life. Nevertheless, under modern economic stresses the extended family system more or less has broken into individual families particularly in the cities. But one still generalizes that family tradition and cohesion form still the core of Afghan life. ²

The Afghan society is characterized by relatively loose structure. It is only the government which provides for a basis of

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1. Abdul Habib, Khaliqi, TVA'S Personnel System and its Application to H V A, M.A. thesis, Department of P S P A, A.U.B. Beirut, 1950, p. 90.
 2. Donald, N. Wilber, ed., Afghanistan, Human relation Area Filed New Haven, 1956, p. 1.

a powerful centralizing and organizing force in this loosely-built society. Through its administration and its law, the government strives to bring together these elements of scattered ethnic groups.

In the Afghan society one can notice that a class of industrial laborers is emerging from some factory-type industries and power-driven tools and machines. The present five-year plan enhances the growth of this new class in ^{the} Afghan society. Also, a class of intellectuals has been emerging as a result of the education facilities provided for the Afghan students by the government. Every year a great number of students are sent abroad. They return with a rich understanding and knowledge of western ways of life and skills.¹

Almost the Afghan society lacks any politico-economic doctrine of its own. Mr. Donald N. Wilber describes the Afghan society and its politico-economic doctrine as being:

"Closer to a capitalist than to a communist philosophy, but conforms to neither. It is a traditional, tribal and Islamic, agricultural and pastoral, settled and nomadic, peaceful and warlike society, with its own unique characteristics and a minimum of political and economic theory. It is fully alive, but has not yet defined its motives and theories of society in precise intellectual terms. It is too busy growing up to spend much time in reflecting on its activities." 2

Individualism rather ^{than} collectivism is the characteristic of the Afghan society. Individuals think in terms of their own interests. The interest of the society as a whole is neglected. The spirit of competition has not developed as strong as in western

1. Ibid., p. 2.

2. Ibid., p. 2.

commercial and industrial life. Cooperative societies are not yet developed.¹ The Afghan nation is famous for having an intense love of freedom. The people are grown in such a way as to resist and resent external control and restriction. The Afghan society is known for its remarkable hospitality. It is considered to be a great shame and even a great sin if a guest or a visitor is allowed to go without being invited to a lunch or a supper. They are very close friends to those who come to them with open-minded spirit; and as such they demonstrate such a remarkable hospitality which is completely unknown to the western world. Mr. Ernest F. Fox in explaining the Afghan people writes:

"In anticipation of their verdict, however, I want to emphasize that nowhere in the world where I have gone, among a people so different from my own, have I met those whom I esteem more highly than the Afghans, or those with whom I would rather work again. Their honor is their bond; their hospitality is full and generous; and their tolerance is more honest than our own." 2

Generally speaking, the people are religious. The whole social life is based on religious practices. The official religion of the state is Islam and the majority of the people are sunni. The clergy exerts a great influence upon the minds of the people, especially upon those who are living in the villages far from towns. The orthodox law of Islam known as Shari'a governs the legal procedure and the everyday life of an Afghan. In the past the frowns of the clergy of Afghanistan could imperil the safety of the Afghan king or

1. Ibid., pp. 2-3.

2. Ernest F. Fox, op. cit., p. 7.

threaten his throne, as their blessings could consolidate his strength. It is no doubt that the fanatical teaching of the clergy has hindered the civilization and the progress of Afghanistan. The outlook and the thinking of the people have been limited to the sayings of Mullas who think that the state of self-sufficiency is the best virtue of the people.¹

Nevertheless, it should not be forgotten that the influence of clergy in recent times especially in the present days, is greatly declining. The rise of the intellectual class and the strong and powerful centralizing government with its huge and vast socio-economic plans and projects have contributed to the factors suppressing the influence of Mullas and the domination of religion.

Islam, the tribal code of the pushtuns (Pushtun wali), persian and pushtu literatures, and the country's illustrious antiquity, constitute the basic elements of the Afghan culture. The ancient civilization of Afghans provides a basis to make educated Afghans proud of their past. For Afghans to adjust themselves to western rationalization and objectivity is not an easy task, because they are conservative and emotional in character. "They think more readily of solving problems by war than by diplomacy."²

A great number of people in the Afghan society have a strong belief in charms, spells and divinations. "Mullas" and Faqueers"³

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1. Sirdar Ikbal Ali Shah, op. cit., pp. 216-217
 2. Donald N. Wilber, op.cit., p. 6.
 3. Mullas are religious leader while Faqueers are those who are disconnected with the material world.

are considered to be, religiously, important figures. "The graves of Faqueers who have lived a life of piety and self-mortification are believed to possess miraculous powers of granting the desires of those who honour and tend them." ¹

The imagination of the people is fed by hero tales and love songs, proverbs and wise sayings, fairy tales and ghost stories, war songs, philosophic and love poems. Afghans are known to be a carefree people. ²

In the Afghan society, the government and its police are considered to be the fearful figures. The system of landlordism prevails in the country. It is the intellectual rather than tenants and lords, who express anxiety and regret for the existing landlordism. ³

Looking deeply at the present social structure of the Afghan society, one can easily conceive that historical as well as geographical factors have had a great bearing on the social characteristics of the people. In other words, it is the geographical and historical factors which have combined together and resulted in the present social structure of the Afghan society. To support this opinion it is better to quote the remarks made by Mr. Tytler. He says:

"..... Afghanistan has been the meeting place of many people. Standing as it does on the high road between Eastern and Western Asia and on the fringe of the Empires which rose and fell in Persia and India, it has been affected by the stream of migration from further Asia in the north, and by the ebb and flow of conquest

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1. Sirdar Iqbal Ali Shah, *op.cit.*, pp. 95-96.
 2. Donald N. Wilber, *op.cit.*, pp. 5-6.
 3. *Ibid.*, p. 5.

from the west and south. Sheltered in the east by the greatest mountain barrier of the pamirs, its remote valleys have held as it were in a backwater the remanants of forgotten races, whose ancestors have been gradually driven into their mountain fastnesses by the encroachments of more virile peoples.

The present races of Afghanistan seem likely therefore to contain in many cases diverse elements which in course of time have become absorbed into an older stock to form a more or less homogeneous type." 1

As such, Afghanistan is composed of different ethnic groups with different languages and distinct qualities of their own. Islam, tribal traditions of leadership and love of liberty, striking history, glorious past and competing with great neighboring empires are considered as the forces which have brought together this variety of dissimilar ethnic groups.² The most significant and striking characteristics of the Afghan people are their toughness, their self-respect, their conservatism, their emotionality, their poverty and their extreme belief in Islam.³

The Encyclopedia Americana enumerates five principal groups of the Afghans as the most important and famous elements of the Afghan Society. They are: Pathans (Pakhtoons), Tajiks, Turkish tribes, the mongol tribes and kafirs or Nuristanis.⁴

Among the people of Afghanistan, Pakhtoons are believed to be the true Afghans and the rulers of the country.⁵ It has been

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1. W.K. Fraser-Tytler, op.cit., pp.47-48.
 2. Donald N. Wilber, op.cit., p. 3.
 3. Ibid.
 4. The Encyclopedia Americana, Vol. 1 (New York: Chicago, American Corporation, 1951) p. 210.
 5. W.K. Fraser-Tytler, op.cit., p. 48.

held that these Pakhtoons account for at least fifty to sixty percent of the whole population in Afghanistan.¹ Among the other ethnic groups Pakhtoons enjoy the highest prestige and power. The present royal family of Afghanistan belongs to this group. It should not be forgotten that the Pakhtoons are not unified. They are divided among themselves into different groups. They are usually settled in the southern and south eastern parts of the country.

The Tajiks, being peaceful folk, are said to be of Persian origin and are settled in Kohistan and the valley of the Panjshir River, and in the north-east of the country.² In the Herat province and round Bamiyan many of Tajiks are imhabited. They enjoy a high rate of literacy and have good skills in trades and crafts. They are contributing greatly to the governmental bureaucracy and to the urban economy.³

The Hazarahs are of Mongol origin and brought into the country by changaze Khan or one of the later Mongol rulers as garrison troops.⁴ Hazarahs are industrious and patient people. They are settled in the central part of Afghanistan. "They are an independent people who demonstrated a forceful resentment of governmental tax collectors from the time of Timur in the early 15th century to that of Amir Abdur Rahman at the end of the 19th century."⁵ Hazarahs

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1. Donald N. Wilber, op.cit., p. 40.
 2. W.K. Fraser-Tytler, op.cit., p. 54.
 3. Donald N. Wilber, op.cit., p. 59.
 4. W.K. Fraser-Tytler, op.cit., p. 56.
 5. Donald N. Wilber, op.cit., p.59.

are completely Shīa. They live a tough life and are mostly poor.

The uzbeks who are settled in the northern part of Afghanistan are of Tartar or Turkish origin.¹ They ruled Afghan Turkistan until nearly the end of the 19th century. They are good farmers by trade. They breed and train the Turkman horses, as well as Karakul sheeps.²

The Kafirs or Nuristanis are settled in the Kunar valley. Their origin is obscure. They consider themselves, according to their tradition, as being the descendants of some powerful western people. Some legends and stories held that they are connected with Alexander the Great. As a matter of fact no reliable basis is found to be believed.³ "They have a great idea of personal dignity, and give the appearance of a people whom force of circumstances has caused to degenerate from something higher. Many of them have the heads of philosophers and statesmen, and are men of considerable mental power with well-bred Aryan features."⁴

The following table comprises the different tribes classified according to their geographical distribution:⁵

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1. W.K. Fraser-Tytler, op.cit., p. 55.
 2. Ibid., p.56.
 3. Ibid., p.57.
 4. Ibid., p. 59.
 5. Angus Hamilton, op.cit., pp. 262-263.

Aryans	Balcha Branch	(Wakhis) Hindukush (northern slopes)
		(Badakhshis)
		(Swatis)
		(Siah-Posh Kafirs) Hindu Kush (northern slopes)
		(Safis)
		(Chagnans)
	Iranic Branch	(Kohistanis) Hills north of Kabul
		(Afghans	(Kabul; Suliman Mountains;
			(Kandahar, Helmund
			(Basin; Herat
			(Herat; most towns and
		(Tajiks	(settled districts.
			(Lower Helmund;
		(Seistanis	(Hamun
Indic Branch	(Hindkis	most large towns.	
	(Mongol Branch	(Northern highlands between	
Mongol Branch	(Aimaks	(Bamian and Herat	
	(Uzbegs	Afghan Turkestan	
	(Turkomans	(Herat, Maimana and Andkhui	
	(Kizil Bashis	(Kabul chiefly	

Generally speaking, the people of Aghanistan speak twenty languages. The areas of the various languages are not distinct and usually overlap. Over 50 percent of the people speak Pushtu. Pushtu is the national language of the people and both Pushtu and Persian

are considered to be the official languages of Afghanistan.

Most of the languages of Afghanistan take their roots from the three linguistic groups: Iranian, Turkie and Dardie. Iranian and Dardie are believed to be the sub-branches of the large family of Indo-European languages.¹

1. Donald N. Wilber, op.cit., p. 63.

d) Economic Structure

Agriculture is the most significant element in the Afghan economy. Eighty five percent of the population^{is} engaged in farms. Agriculture provides 75 percent of the national income. The remaining twenty five percent is provided from industry, trade and services, forestry and miscellaneous works. The urban population accounts for one million which makes its living by trade, handicraft, government services, and industry. The per capita urban income is estimated about 2,700 Afghanis,¹ which is far greater than the per capita farm income of about 1,635 Afghanis.² Much of the production is used up for subsistence requirements directly. There are two most important sources of cash income, The largest element in the national cash income, which approximates over one billion Afghanis, is provided from exports. The second most significant source is employment for a wage in industry and handicraft, providing 20,000 employees with about 75 million Afghanis.³

The country can not live by its own production. It imports 2/3 of its textile requirements, all its steel, medicine, machinery equipments, motorized vehicles and huge productive plants. Conversely, there are several countries which import valuable raw materials and agricultural products from Afghanistan. Fresh and dried Afghan fruits have been exported for years to Pakistan and India to supplement their meager diet. Karakul Skin exports provide three-fourths of the Afghan

1. Officially, 22 Afghanis make one American dollar.

2. Donald N. Wilber, op.cit., pp. 160-161.

3. Ibid., p. 161.

foreign currency. Capital goods are supposed to be provided out of the dollar earnings made through Karakul Skin exports and other raw materials sent abroad. "In the United States, Afghan Karakul commands a higher price than either of the two competing kinds from the U.S.S.R. and the Union of South Africa; their luster and lasting curl has given them a definitive edge in quality."¹

Afghanistan is a country in which the magnitude of its imports is greater than its exports. It suffers much from serious trade and payment deficits, especially when bad weather cuts down agricultural production. These deficits have recently been to a great extent met by external aid. To stand on its own feet economically, the country is embarking on wise coordinated economic plans. Of the variety of difficulties from which Afghanistan suffers, the two are the most important ones. One is the lack of transport facilities, and second is the inadequacy of the present monetary and financial systems to sustain development in the basic agricultural and industrial fields.²

In Afghanistan two airlines are being established. The Department of Civil Aviation, with the help of Americans, has established an international airport at Qandahar which will be soon inaugurated. Aryana Air Line connects different parts of the country with its daily domestic flights. Nevertheless, even today, a large portion of public transportation is carried on by trucks, lorries, donkeys, camels and human backs.

L. Ibid., p. 162.

2. U.N. Economic Survey of Asia and the Far East, Bangkok, 1958, p. 183.

In Afghanistan, as in other land-locked countries, foreign trade and communications greatly depends on the facilities provided by neighbouring countries. Furthermore, this is substantially affected by the political relations which the country would have during the passage of history. As a matter of fact, Afghanistan has lost her important role which she played in the world trade before the opening of the Suez Canal and the development of modern sea transport. Mr. Donald Wilber puts this fact as follows:

"Ever since world trade shifted from the cumbersome over land transport routs between Asia and Europe to the Ocean lanes and the route through the Suez Canal, communications across Afghanistan have lost their economic significance. And having remained outside the territorial limits of the British Empire and commonwealth, the country did not reap the benefits of strategic railroad and road networks, as did its neighbor Pakistan. In fact, Afghanistan's involuntary role as buffer state between Russia and British India discouraged foreign companies and governments alike from contributing to the growth of modern communication within it. Its deeply-rooted love of political independence deprived it of the technological reward of incorporation in a larger entity." 1

From the point of view of communication for transit trade with the outside world, Afghanistan has three main ways. The first is extended from Herat on the western border to Iran, the second goes to the Soviet Union and the third connects Afghanistan on the south east border to the port of Karachi. Afghanistan has, with the object of obtaining transit facilities, concluded two important bilateral agreements with her neighbours. The first is the Anglo-Afghan

1. Donald N. Wilber, op.cit., p. 162,

Treaty signed in November 1921 and ratified in February 1922 which provided for duty-free transit trade at British India. The second was concluded with Soviet Union in June 1955 after the government of Pakistan, due to political reasons, closed the border in May 1955 and interrupted the transit trade of Afghanistan across Pakistan. This 1955 Afghan-Soviet Agreement gave the two countries the right to enjoy transit facilities with free custom for five years.¹

Many problems, however, arise regarding administrative procedures and practices governing the various stages of transit trade. Delays are inevitable in the movement of goods from the point of transit to the destination. To overcome these difficulties and delays, adequate administrative procedures and machinery have to be established. Moreover, training should be provided for officials who are dealing with transit trade. Also, attention has to be given, by mutual agreement, to reducing smuggling.²

It has been held that the lack of an adequate system of banking, money and public finance has hampered the development of the country. In Afghanistan the central Bank, Da. Afghanistan Bank, came into existence recently in 1938. At present there are six commercial banks with their branches in different parts of the country. Also, ^{the} fluctuating market exchange rate is said to be a factor holding back the economic development of the country. The public finance of

1. U.N. op.cit., pp. 186-187.

2. Ibid., p. 188.

Afghanistan is characterized by budget deficits, and absence of government control over foreign exchange and trade.¹ In spite of the fact that external aid has helped the government to finance a part of its budgetary deficits, yet it has not been possible to increase revenue. As the Central Bank of Afghanistan shows, total money supply increased from 1,130 million Afghanis in 1952/53 to 2,015 million Afghanis in 1955/56.² Customs duties on imports and exports are said to be the major single source of revenue of the government, approximately 40 %.³ Table 2 shows the government budgets for 1955-1957.

TABLE II.
AFGHAN GOVERNMENT BUDGETS, 1955 - 1957
(Million of National Currency Units)

Years	Revenue	Expenditure	Deficit
1955/56	1,989	1,301	+ 688
1956/57	1,276	1,779	- 503

Source: U.N. Economic Survey of Asia and The Far East, 1957, p. 189.

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1. Ibid., p. 188
 2. Ibid., p. 189
 3. USOM/Afghanistan, Present Revenue Structure of the Royal Government of Afghanistan, Kabul, Memeographed, 1959, p.7

The main agricultural products are shown in table 3.
It includes fruits and cotton also.

TABLE III.
ESTIMATED OUTPUT OF MAIN AGRICULTURAL PRODUCTS,
1954/55 AND 1955/56
(In thousand tons)

Commodity	1954/55	1955/56
Wheat	2,090	2,100
Maiz	664	175
Barley	279	280
Rice	270	250
Potatoes	108	---
Cotton	55	60
Beet & Canesugar	60	---
Fruits	676	---

Source: U.N. Economic Survey of Asia and The Far East,
1957, p. 190.

Karakul skins, raw wool, cotton, fruits nuts,woolencarpets
and rugs constitute the major export items in Afghanistan out of these
items Karakul Skin, raw wool, cotton and fruit account for 80 to 90
percent of the total value of current exports.¹

1. U.N.op.cit., p. 190.

Table 4 depicts value of major exports in Afghanistan.

TABLE IV.
 VALUE OF MAJOR EXPORTS, 1951/52 1955/56
 (In million Afghanis)

Fiscal Year	Total Export	Major Export Commodities				
		Total	Fruits	Skins	Wool Raw	Cotton Raw
1951/52.....	731	618	266	163	124	65
1952/53	989	922	289	168	178	287
1953/54.....	950	797	298	181	149	169
1954/55.....	1,440	1,292	247	310	188	247
1955/56.....	1,352	1,121	537	295	148	141

Source: Ministry of National Economy, Kabul.

It should be remembered that industrialization is perhaps the most significant process in raising the economy of a backward country. By industrialization as a matter of fact we mean a social as well as an economic revolution. It has been said that the aim of economic development in an underdeveloped country is the execution and completion, as rapidly as possible, of the transition from feudalism to industrialism. In such countries the need has been felt for

making the fullest use of its resources; the need is to revolutionize the process of production in order to produce better and better goods in an ever increasing volume both for investment and consumption.¹

It is through industrialization that an underdeveloped country can produce, with the resources that can be devoted to it, the largest amount of products which is wanted in the country. Industrialization breaks down the thread of economic dependency upon foreign markets.² Industrialization provides a basis for earning and saving foreign exchange. To push up the economy, a government has to provide for capital formation, effective organization and measures to channel the economic activities into acquisition and utilization of capital goods.³

In Afghanistan a number of impediments to industrialization are present. The most important of them are:⁴

- 1) Failure to exploit the productive potentials in minerals.

In Afghanistan in spite of the continuous efforts by the government, mineral production has remained relatively stationary.

- 2) The general lack of transport facilities.
- 3) Shortage of power.
- 4) The lack of huge supply of labour with technical skill.

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1. The Government of Pakistan, Planning Board, The First Five Year Plan of Pakistan, Karachi, 1956, p. 709.
 2. Jesse Burkhead, Government Budgeting, New York, J. Wiley & Sons Inc., 1956 p. 455.
 3. Vermon A. Mud, Government and Business, 2nd ed. New York, Harper & Bros., 1955, p. 3-6
 4. U.N., op. cit., 1957, pp. 193-194.

In Afghanistan no attention has been directed to the problem of unemployment. Religious consideration has hampered the employment of women in offices, and factories. There is an absence of any form of organization in the labour market.

Aside from various types of handicrafts, Afghanistan has two cotton mills, two woolen mills, two beet sugar factories, a cement plant, a number of cotton ginneries, and a few small match, soap and furniture factories. All these factories provide employment for 20,000. The first monetary institution which has supplied the necessary credit for the development of industries in the prewar period is "Bank Millie Afghan". Its investments increased from AF. 324 million in 1948/49 to AF. 464 million in 1952/53. The Da Afghanistan Bank has contributed to the private investments on behalf of the government. Its investments in industries increased from AF. 31 million in 1949/50 to AF. 172 million in 1953/54. This is shown by the table 5.

TABLE V.

AFGHANISTAN: INDICATORS OF INVESTMENT

(Million Afghanis)

Fiscal Year	Expenditure On Public Work, Irrigation and Agr.	Expenditure of Government Enterprise	Investment of Da Afghanistan Bank in Enterprises	Investment of the Bank Millie Kabul	Total
1948/49	---	---	---	324	---
1949/50	115	16	31	392	554
1950/51	238	40	36	433	747
1951/52	266	36	68	421	791
1952/53	279	87	138	464	968
1953/54	218	94	172	--	---
1954/55	207	112	---	--	---

Source: U.N. Economic Survey of Asia and the Far East,
1954, p. 59

Table 6 gives a comprehensive view of government revenue, expenditure and methods of financing by the Afghan government.

TABLE VI.

AFGHANISTAN: GOVERNMENT FINANCE
(Million Afghanis)

Fiscal Year	Revenue	Expendi- ture	(+) Surplus or (-) Deficit	Methods of Financing (a)			Use(b) of Cash Balance
				Net Borrow- ing from Da Afghani- stan Bank	Borrow- ing from Export Import Bk.	Borr- owing From Public	
1948/49	319	400	-81	+74	+0	+0	+7
1949/50	387	460	-74	+81	+0	+0	+7
1950/51	473	670	-196	+109	+89	+0	+2
1951/52	549	713	-165	+41	+125	+0	-2
1952/53	614	830	-216	+86	+153	+0	-22
1953/54	698	838	-141	+90	+74	+0	-23
1954/55	744	1,141	-397	+200	+197	+3	---

Source: U.N. Economic Survey of Asia and the Far East,
1954, p. 63.

(a) Plus signs indicate increase of borrowing.

(b) Plus signs indicate fall and minus signs indicate rise
of cash balance.

The magnitude of the economic problems faced by the government, demanded an over-all development plan. The Ministry of National Economy prepared an integrated five-year plan and submitted it to the United States Export-Import Bank in early 1949 and asked for loan to finance the plan. The Bank, however, refused such huge loan on the basis of certain

considerations and asked the Afghan government to apply for individual projects.¹

Although the five-year plan of 1948 was revised in 1949, yet, because of difficulty in borrowing sufficient funds, it was not formally adopted by the government.²

Attempt was made in the third quarter of 1955/56, by the government, to prepare the second five-year plan. As such, every ministry was asked to prepare its detailed programme for a period of five years. All these programmes were to be studied by the new planning commission set up in the Ministry of National Economy. It was in August 1956 that the parliament adopted the Five Year Plan. As a result of this plan, it was decided to establish a ministry of planning to be in charge of supervising and coordinating the various development activities carried out under the plan. The plan provided for estimated public and private expenditures of over 11,000 million Afghanis and foreign exchange to a value of US \$ 464 million. The weight of the plan was greatly directed toward irrigation and transport.³ The plan was supposed to be financed by taxation and domestic and foreign borrowing.⁴

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1. The bank was guided by three major considerations "(1) The ability of Afghanistan's balance of payments to absorb the debt service burden, (2) The amount of investment which would make greatest contribution to the intermittent food deficit and (3) minimum amount necessary to enable the Afghans to give the contractor an economic volume of business." (See U.N. Economic Survey of Asia and the Far East, 1954 p. 58.)
 2. U.N. op.cit., 1954, p. 58.
 3. U.N. op.cit., 1956, p. 59.
 4. U.N. op.cit., 1955, p. 53.

The Five-Year Plan anticipates an increase of 18-20 percent in national income. It provides for a great struggle against plant and animal diseases, and for new agricultural research laboratories and model farms. Under this plan several dams like Pattu, Sardeh, Kharwar and Barikot-Basawal are supposed to be built up. It is expected that at the end of five years an additional 98,000 hectares of land will be brought under irrigation. Also, it is assumed that within the plan period approximately 1,590 kilometres of highways are to be macadamized or otherwise surfaced. The United States has agreed to make available, through I C A, to Aryana Airlines \$ 14.56 million (9.56 in grants and the remainder in loans) to construct new air ports. The plan will increase the present annual electricity generation of about 24 million K Wh to 850 million K Wh by the end of 1960/61. This part of the plan is undertaken by the Soviet Union experts.¹ The plan contains an extensive programme for the establishment of new factories for textiles, fruit preserving, cement, fertilizers, leather, glass, and stone cutting. An industrial bank was to be established in 1956/57 with an initial capital of AF. 600 million for helping finance the development of manufacturing industries. The plan assumes that each year, within the plan period, 100 primary schools are to be established and the Kabul University is to inaugurate three new colleges during the first year of the plan. These colleges are: agriculture, engineering and pharmacy. Moreover, the plan supposes that several

1. U.N. op.cit., 1956, pp.59-60.

vocational schools are to be set up in various parts of the country.¹

Under the plan, it is assumed, that by 1960/61 about 2,200 villages, or 9 percent of all villages in the country are to come under the proposed 45 development blocks; together it is expected that an extensive programme is to be provided to train 9,600 technicians in the hope to overcome the shortage of supervisory staff.²

In the previous pages we mentioned that the plan is supposed to be financed by government funds and private savings, credit expansion, and foreign loans and grants. One fourth of the total planned expenditures is to be met by foreign loans and grants. On 28 January 1956 the government of Soviet Union agreed to provide the government of Afghanistan with a sum of \$ 100 million, repayable over 30 years. In addition, the Soviet Union, under a protocol signed on July 1956, promised to give technical assistances for various projects to be put into effect. The government of the United States also agreed to aid the plan technically.³

By way of concluding this part we can say that Afghanistan is a country with an economy based on agricultural products. No mechanization has been introduced in agricultural practices of this country. Over 85 percent of the population is engaged in farm, and practicing the traditional ways of farming.

The government of Afghanistan, hoping to push up the standard of living of the people, is confronted with many economic

1. Ibid., p. 60.

2. Ibid.

3. Ibid., p. 60.

development problems. It has been attempting to develop all the economic sources but with inadequate power, transportation and trained personnel. Shortage of foreign exchange, lack of equipment and machinery, and absence of technical personnel have been alleviated to some extent by foreign loans and technical assistances. The government has assumed to bring a revolution in different aspects of the life of the people through the device of the Five-year plan. Economists are anticipating that the strain of the balance of payments may be intensified when the government begins with the repayment of foreign loans and interests. Nevertheless, it is hoped that the accomplishment of the developmental work which is started with the huge plan will provide a firm basis for the further development of the country through the supply and development of power, trained technical personnel and transport. We believe that being engaged in such economic activities and being faced with numerous problems and lack of appropriate balance of payments, although put a great burden on the shoulder of the government, are far better than being segregated from outside world and having a conservative policy on the part of the government. This is why the people of Afghanistan are more satisfied with the present policy of the government than even before. We are deeply convinced that difficulties have always been met by the nations which have started with the idea of being developed. One should not lose the sight of the fact that embarking upon preparation of a plan is the beginning, not the end, of the development process. A plan is meaningless unless it is put

into effect. The success of a plan depends upon cultivators, workers, businessmen and landowners, government officials, and public spirited citizens. In short, the implementation of a Five-year plan with successful achievement depends on all people who have power or influence to commit energy and material resources to action.

The important questions that poses here is: To what extent has the Five-year plan in Afghanistan achieved its objectives? What problems have been faced by the government in implementing the plan? Unfortunately, due to lack of aggregate statistical data regarding the achievements of the plan, and absence of any reliable publication, I can not provide the readers with answers to the above questions. It must be, however, mentioned that the ministry of planning has made great effort to record all the achievements that have been made during the first three years of the plan. All such achievements are embodied into five voluminous reports published by the Ministry of Planning. To me, the most important work of this ministry during the plan period is the collection of more or less reliable statistical data and the publication of such data. In the introduction of one of these published reports, the Ministry of Planning writes:

"One of the major handicaps in planning and in assessing the progress under the plan has been the lack of reliable statistical data. A determined effort therefore, has been made since the ministry was established to overcome this obstacle. Not only did the ministry collect better and more accurate numerical data but also an attempt has been made to use these in analyzing the various social and economic phenomena in the country."¹

1. Ministry of Planning, Survey of Progress Vol.I., Government Printing House, Kabul, 1959, p. 1.

Being an Afghan student and impressed by the poverty and the backwardness of Afghanistan, I appreciate the recent promising attempts of the government. I hope that such gigantic socio-economic plans will enable the government to develop the resources of the country as rapidly as possible so as to promote the welfare of the people provide adequate living standards, and social services, secure social justice and equitable distribution of income and property.

B. The Existing Structure of Government in Afghanistan

Afghanistan is a constitutional monarchy and its laws are based on the teaching of Islam. Her constitution, being in most cases democratic as those of other democratic constitutions, provides for three branches of government as executive, legislative and judiciary.

The king is vested with the executive power. He is also the head of the legislative, judiciary and the National Army. He enjoys the power to declare war, conclude treaties, make laws in cases of emergency but subject to subsequent approval of the National Assembly, sanction and promulgate laws. He is vested, also, with the power to convoke, open, close, prorogue, extend, and dissolve the National Assembly. The king appoints the Prime Minister, confers medals, awards honors and sanctions the appointment, transfer and dismissal of ministers. He solves the problem or disagreement which appears between the two houses of the parliament. His decision is final in such cases. He enjoys the power to give amnesty, and reduce punishment given to wrongdoers by the courts. The enforcement and protection of the Shariat and civil laws are the prerogative of the king. Personally, he is immune and has no responsibility. The annual budget provides for his expenditure.¹ The constitution provides that his name should be mentioned in

1. Helen Miller Davis, Constitutions, Electoral Laws, Treaties of States in the Near and Middle East, Duke University Press Durham, N.C., 1953, Arts. 5-8, pp.4-6.

Friday sermons, and the coin of the realm will bear his name.

The executive

The executive power is exercised by a cabinet. The cabinet is composed of the Prime Minister, the ministers and a few other independent presidents. The Prime Minister is appointed by the king. No conditions are found in the constitution regarding this appointment. The Prime Minister is responsible for forming his cabinet and submitting it to the king for approval. Constitutionally, the number of the ministers is not limited. It depends on the nature of the government program and the needs of the society. It is the Prime Minister who decides on the number of ministries. The present cabinet is composed of the following ministers: The minister of foreign affairs, the minister of national defence, the minister of interior, the minister of mines and industry, the minister of communication, the minister of education, the minister of public works, the minister of finance, the minister of commerce, the minister of public health, the minister of justice, the minister of agriculture, the minister of planning (recently established after the First Five Year Plan was introduced), the president of the press department and the president of tribes. Under Article 76 of the constitution, the ministers are responsible, individually for the affairs of their own ministries, and collectively for the whole policy of the government, to the National Assembly.¹ The

1. Ibid., Arts.76, p.14.

king, therefore, as the head of the executive branch of the government has no responsibility.

Ministers are supposed to perform the affairs of their ministries according to the given authority. Likewise, the prime minister has to receive the advice and direction of the king on the matters which are beyond his authority.¹

The cabinet, for the purpose of discussing the overall policy and coordinating the works of different ministries, meets once a week under the chairmanship of the prime minister. Moreover, in emergency and urgent cases, extra-ordinary meetings are also held. As a usual procedure, the prime minister or other ministers raise the issues for discussing and decisions are taken by majority of vote. A secretariat is attached to the cabinet which is responsible for preparing the agenda, registering the decisions made by the cabinet, issuing the decisions to the relevant department and performing certain clerical functions. The decision, after being taken, is sent to the king for approval. If such decisions are considered to be enacted as laws, they are obviously sent to the parliament. If the parliament is adjourned and the issue is deemed very urgent and important, it may be put into force under the decree issued by the king. But the bill shall be later submitted to the National Assembly. The parliament has the power to modify or reject the bill issued under the royal decree.

1. Anjuman-i-Diaratul Moarif, op. cit., p. 16.

The prime minister often summons individual ministers. A minister may be tried by a "supreme court" in case his misconduct in office is found. A cabinet remains in office until the prime minister resigns or is dismissed by the king. But individual ministers can be changed at any time. In fact, the prime minister's decision and proposal are usually accepted by the ministers.

The prime ministry is composed of several sections. There is an office of the private secretary of the prime minister which connects the ministries and other outside agencies with the prime minister through handling correspondences and proposals. It is also responsible for issuing out the orders and decrees of the prime minister. All kinds of information needed by the prime minister are collected through this office. It is the responsibility of this office to establish direct connection with the press department and gather all kinds of news concerning any aspect of the country.¹ To receive and give effect to the grievances and claims of the people damaged by the administration, a bureau is established whose head has direct and close relation with the prime minister. The head of this section, "Office of Petitions", is empowered to refer the petitions to the ministry concerned and ask for consideration of the relevant case. He often takes the petitions directly to the prime minister and seeks his advice or order.

1. Royal Government of Afghanistan, The Law for Organization and Functions of the Prime Ministry, Kabul, Kabul Press, 1955, Art.5; also, part of the information is obtained through an interview made with S. Hasan Assistant Secretary of the Prime Minister.

The most important section attached to the prime ministry is the office of "General Inspection and Investigation". This office is responsible to investigate the functions of the ministries and local governments and inspect whether the laws and regulations are complied with. The office of "General Inspection and Investigation" is headed by a chairman and deputy chairman who are selected by the cabinet and appointed by the king.¹ It has 24 members who are appointed by the prime minister. The office of general inspection either receives order from the prime minister to investigate certain issues or the chairman himself periodically sends a committee to different administrative organizations to investigate their works according to given instructions. Each member or each committee is responsible to submit the result of the investigation to the general assembly of the General Inspection Office. The assembly will review and consider the result and give its decision on the matter. This decision has to be submitted directly to the office of the prime minister.² In the course of investigation if the committee finds that the public servants, who are under investigation, should no longer stay in office it can suspend their work provided that the public employees have not been appointed by the king.³

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1. Royal Government of Afghanistan, The Administrative Inspection Law, Kabul, Kabul Press, 1951, Arts., 1,2,3, p.1
 2. Ibid., Art., 6, p. 3.
 3. Ibid., Art., 10, p. 6.

There is an office of "Law Research". Its members are experts and specialized in law. They are responsible for studying different laws and regulations of different countries. In the light of their extensive knowledge of the laws of different countries they are supposed to decide on the legally disputable questions. It is the responsibility of this office to study the drafts of all the rules, regulations and manuals made by the prime ministry and other ministries. This study is supposed to be made in the light of the principles of law and the policy of the government. The office of "Law Research" is given the power to correct such drafts and give its opinion on their impracticability or weaknesses. The office may be asked to send its technical personnel for help in meetings where technical questions are discussed. It is also responsible to give its recommendations regarding different deficiencies found in the provisions of the regulations which are already set up and approved.¹

For the purpose of financial control, there is a "Department of Financial Control." It is attached to the prime ministry. The department is responsible for investigating whether the revenues and incomes are collected according to the budgetary provisions. It has to inquire into the reasons and causes of uncollected or uncollectable revenues. It is empowered to audit and investigate all the

1. Royal Government of Afghanistan, The Law for the Organization and Functions of the Prime Ministry, op. cit., Art. 4; also a part of the information is obtained from Mohammad Anwar the head of the office of "Law Research".

financial transactions made by the financial officers regarding the incomes and expenditures provided by the budget. It audits and checks all expenditures exceeding fifty Afghanis. The decision of the "Department of Financial Control" is considered to be like the decision of a law court and is exclusively final.¹

Organizationally speaking, there is a great similarity in the general structure of all the ministries. In all ministries, the ministers are usually assisted by one or two general directors which are called deputy-ministers. Inspection office, procurement office, personnel office, control office, secretariat, accounting office, and statistics office are divisions usually found in all individual ministries.

Ministers are considered to be political appointees, although they do not belong to any political party because of the absence of such parties. But the deputy-ministers are the top permanent civil servants. As a matter of fact, the success and failure of the ministers greatly depend on the quality of the direction and assistance the deputy-ministers give. They funnel up to the cabinet all those problems of administration that have political implications. It is the function of the top permanent civil servants, deputy ministers, to collect all the available data that may bear on the decision, and to submit memoranda outlining the alternative courses open. The deputy-ministers are, in fact, coordinating figures of the

1. Ibid., Art.17.

ministry. They enjoy great power. However, they usually seek the advice and direction of the minister. The finance arm of the government is geared to the ministry of finance. The budgetary problems are handled by the ministry of finance. The ministry of finance is exercising a great control over the expenditures made by the ministries. In each ministry, there is a representative of the ministry of finance who controls, audits and checks all the financial transactions made by the ministry concerned. He is responsible for the financial transactions of the ministry concerned to the ministry of finance. All payment orders issued by the ministry concerned must be certified as to their conformity with the budgetary provisions by the agent of the ministry of finance. This procedure usually makes payments too difficult and results in delay and inflexibility.

Generally speaking, all the ministries are characterized by concentration and centralization of power, and unwillingness to delegate authority. The senior officials and even ministers are overloaded with trivial details.

From the administrative point of view, Afghanistan is divided into seven major provinces, each is called walayat, and seven minor provinces each is known as "Hukumat-i-Ala". The major ones are Kabul, Qandahar, Herat, Mazar-i-Shareef, Qataghan, Mushriqi or eastern province, and Junubee or Southern Province.¹ The minor

1.

Royal Government of Afghanistan, The Law for the Administrative Division of Afghanistan, Kabul, State Press, 1958, Art., 15, p.2.

provinces are Farrah, Maimana, Badakhshan, Parvan, Ghanzni Grishk, and Shiberghan. In each of the major provinces there is a central appointed governor called "Naib-ul-Hukuma" or viceroy. The minor provinces are headed by a governor called "Hakim-i-A'la". The governors of both provinces carry out the same function and enjoy the same authority.¹

Each of the provinces is again divided into subdivisions of Hukumati-Kalan. Each Hukumati-Kalan is divided into districts of "Hukumati-Mahali" and subdistricts of "Alaqadary."

The provincial governors are considered to be the executive heads of the provinces. They enjoy a vast authority and power. Their words are law within their jurisdiction. They are appointed by the proposal of the ministry of interior, approval of the council of ministers and the royal decree. Possibly when expediency dictates, they are directly appointed by the decision of the council of ministers under the royal decree; but they make up a career service in the ministry of interior.² The provincial governors are responsible for the public affair, and maintenance of peace in their respective jurisdictions. They are empowered to inspect, and control all the offices and institutions created by the ministries in their areas and are supposed to help them solve their functional problems. They are required to apply islamic law and teaching, keep safe

1. Ibid., Art., 8 p. 2.

2. Royal Government of Afghanistan, Ministry of Interior, Regulations for Administration of the Major and Minor Provinces (approved by the Council of Ministers), Kabul, Art., 5, p. 5.

National traditions and culture, develop the hidden faculties of the people, and supervise the whole social welfare and character of the localities. The development of agriculture, raising of cattle, and keeping of natural forests are all within their responsibility through publication, announcements and encouragement. Moreover, it is their responsibility to supervise and encourage the application of economic plan, educational program, and public health measures. They have to control and supervise financial matters and endeavor to collect the revenues laid down by the legislature. Supervision of public work, mines, communication, municipalities, and protection of historical remnants come within their realm of responsibility. In their official affairs, they are supposed to consult the ministry of interior and take direction whenever needed. They may establish direct correspondence with the central ministries.¹

There are locally elected bodies also. Besides its representatives in the National Assembly, each district is supposed to elect its local representatives in the "Consultative Assembly" held in each province.² Theoretically, they are supposed to be the protectors of the interests of the localities where they are elected from. But in reality, they are mostly influenced by the executive officials in each local government. They attend the official meetings held weekly by the central appointed agents who are entrusted with power

1. Ibid., Arts., 7-13. pp. 2-5.

2. Donald W. Wilber, op cit., p. 24.

to carry out all administrative functions of local government. Usually, important decisions are made in these weekly meetings. Since the locally elected bodies are under the influence of the executive council, they usually agree with the decisions taken by the executive council. Some of them, however, are so publicly strong that they are able to influence the local officials. They may work as members of the committees established periodically by the executive officials in each local government.

Each ministry operates on a nation wide scale and carries out its relevant functions in the localities through its representatives. The representatives of the various ministries form the executive council or the provincial governor's staff. Typically they are as follows.¹

- 1) Financial Commissioner
- 2) Director of Education
- 3) Director of Communication
- 4) Director of Public Health
- 5) Director of Agriculture
- 6) Director of Records
- 7) Director of Customs
- 8) Director of Industry
- 9) Press Director
- 10) Commandant of Police
- 11) Commandant of Gendarmerie
- 12) Judge of the Appellate Court

1. Ibid., p. 94.

The provincial governors can not, according to law, dismiss any high officials. But they may exercise their authority to send the central agents back to their departments and ask their dismissal or transfer. I remember an occasion where a friend of mine, working as a press director, was forced to leave the province for Kabul. The press department was obliged to appoint another director who could gain the confidence of the governor.

In the provinces the agents of the central ministries function within their specialized field. They receive orders, instructions, projects, and plans from their respective ministries. In applying these orders or projects, they have to seek the approval of the provincial governors.

The financial problems are handled by an agent of the ministry of finance who is called "Mustawfi". He is second in power to the provincial governor. All financial matters must receive his approval and signature. He is not only responsible for controlling and auditing the accounts, but has also responsibility for collecting taxes and other revenues. He is directly responsible to the Naib-ul-Hukuma. All the revenues are sent through this agent to the ministry of finance. Separate budget is not made by the provinces. Each ministry is supposed to estimate the expenditures of its agencies in the local governments. The provincial governors have no responsibility to allot the money among bureaus and divisions. It is the responsibility of the central agents. There is no grant-

-in-aid system in Afghan local governments. All schemes and projects with their expenditures are prepared by the central government in Kabul. The Afghan local authorities are not free to raise various taxes. All the taxes should be proposed by the ministry of finance and receive the approval of both Houses.

The provincial governors are vested with the power to propose or suggest the establishment of certain projects, and inaugurate some social or economic reform. If their suggestions or their questions are neglected or not answered by the ministry concerned they have the right to complain to the prime minister.¹

Periodical visits are made by the different central departmental officers to the local governments. They study the proper performance of the functions of the local officials and prepare reports on these performances and submit them to the ministry concerned. Education is highly centralized. All educational programs are made by the ministry of education. No teacher is appointed except through the ministry of education.

The provincial governors have at their disposal the police force. It is usually used for the purpose of applying the laws, regulation, and execution of orders. Moreover, the governors also has the power to call upon the military forces being concentrated in each province. These forces are supposed to be used in case of disturbance or when the public safety happens to be in

1. Royal Government of Afghanistan, Ministry of Interior, op. cit., Art., 29, p. 9.

danger.¹ These two forces are paid by the ministry of interior and ministry of defence.

The provincial governors are directly responsible to the prime minister. Thus, in performing their duties, when the situation expedites, they have to seek the direct suggestion and opinion of the prime minister. For local authorities the minister of interior is second to the prime minister. All the heads of the divisions, districts and subdistricts are appointed upon the proposal of the minister of interior and approval of the prime minister. The ministry of interior is the direct controller of the police in all the local governments, although the immediate use of it is the responsibility of the governors.²

The constitution of Afghanistan under Article (105) has provided for the formation of municipalities. The organizational matters and duties of these municipalities are handled according to the special law passed by the parliament in the year 1947.³ According to this law, cities with more than 10,000 population are supposed to elect municipal councillors and the mayor.⁴ The mayor is assisted by two deputies. "The provincial government has to approve or veto the candidates for office, presumably even they are elected."⁵

1. Ibid., Art. 19. p. 6.

2. The above information is based on my own knowledge and the writer is responsible for its accuracy.

3. Anjuman-i-Diaratul-Moarif, op.cit., p. 17.

4. Donald W. Wilber, op.cit., p. 96.

5. Ibid.

The Legislative

The legislative power is vested in parliament which is made up of the king, the senate and the House of Representatives. The members of the 171-seat lower house are elected by direct popular vote for three-year terms. Suffrage is not restricted to any property or tax qualifications, but is extended to all male citizens of over 20 years of age, possessing sound moral character. The membership of the parliament demands from the deputy to be from the Afghan nationality, enjoy writing and reading, be qualified with honesty and good reputation, and be between 25 and 70 years of age.¹

According to the electoral law, the governor is supposed to announce election ten days to one month before the date of the election. This announcement includes conditions of the right to vote and to be elected, date and place of election, and the number of deputies to be elected. The electors meet as an electoral college in the electoral district and elect their representatives from among the inhabitants, in the presence of the local magistrate and the local court by a general agreement or a majority of vote. In case of equality of votes between the candidates, the deputy shall be chosen by lot. It is the responsibility of the Shariat court to count the votes, declare the closure of the election, and prepare the protocol of the election. The deputy is supposed to submit his credentials to the office of the lower house. The complaints with respect to the legality of the election is received by the shariat court of each

1. Helen Miller Davis, op.cit., p. 8, and pp. 18-19.

district only in the week following the closing of the election. The National Assembly will also receive such complaints during the month after the session is opened. Any election run on the basis of intimidation or bribery will be announced invalid. The electoral law provides that electors to be eligible for voting should be Afghan subjects, and residents of the district for not less than one year immediately preceding the election. Criminals, bankrupt merchants, army officers, officers and agents of the municipal police in the locality where they are performing their duties are not qualified to vote.¹

The constitution devotes 30 articles to the functions and responsibilities of the legislative body. The internal affairs of the National Assembly is managed according to rules laid down by the legislature. The National Assembly will elect its president and vice president, two secretaries and other clerical staff in the first or second session. It lays down the rules of procedure of the house. It adopts or rejects taxes and revenues, examines and passes the national budget, being prepared and submitted by the ministry of finance. Legislation and amendment of laws, of course, is the most significant responsibility of the parliament. Grants of concessions, contracts, agreements and grants of monopolies, whether for Afghans or foreigners, loans raised by the government, all need the approval of the National Assembly. The National Assembly is empowered by

1. H.M. Miller Davis, op. cit., pp. 18-22.

the constitution to submit any petition to the king through a deputation composed of the president and six members selected from the members of the National Assembly.

The upper house is the House of Nobles or senate whose members are selected and appointed by His Majesty the king. The senate is supposed to consist of experienced and for-sighted people. As such the members are usually selected from among the tribal heads and other popularly strong, influential, and well experienced persons.

The constitution confers upon the ministers the right to attend the meetings of the National Assembly. Ministers are free to withdraw any measure no matter how much it has been discussed by the National Assembly.

The functions of the National Assembly are carried out through committee system. Each committee consists of, at least, 10 persons headed by a chairman and vice-chairman elected by the Assembly itself.

A great deal of the bills are introduced by the prime minister and the ministers. The number of measures originating in the assembly is very small. Measures introduced by a member of the National Assembly may be debated if at least a quarter of the members give their approval to it. Bills, after being approved by the Assembly, are submitted to the president of the House. These are, then, sent to the committees for investigation. The Committees usually demand the attendance of the minister concerned or his representative to answer questions referred to him. The ministers

are empowered to object to and disapprove of a bill brought before the council provided that reasons should be advanced for such objection or disapproval.¹

After being passed by the National Assembly, the bill is usually subject to the same procedures in the House of Nobles, or senate which is also working through a committee system. In case the Senate is not in session, the bill is not suspended but will be put into effect by the royal assent and confirmation. In the event of any disagreement arising between the two houses, a committee composed of both houses is created to settle the issue.²

In Afghanistan the legislature is much weaker compared with the executive. It is due to the intensive control and influence exerted by the executive over most of the members of the parliament. Generally speaking, the members completely lack technical ability to examine or initiate bills. Most of them are uneducated people and simply can read and write. They are not, in fact, elected by their virtue of extensive education and knowledge, but on the ground of popularity among the people. One, therefore, can find easily that parliament in Afghanistan is nothing but an instrument in the hands of the executive. When the government submits its program to the floor of the house, it is highly sure that objection will not be raised ~~so~~ as to defeat the program. Historically, no government has been defeated by the legislature.

1. H.M. Davis, op.cit., Arts. 52,58,59, and 60, pp. 11-12.

2. Ibid., Arts. 68,69,70, p.13.

Article 62 of the constitution empowers the National Assembly to receive personal petitions by the citizens on subjects which have not been given consideration by administration. Such petitions are submitted by the speaker to the prime minister for inquiry.

The members of the two houses are immune during their service. They are elected for three years. Every year they sit only for six months in session. The salary of each member amounts to 2500 Afghanis per month. The speaker receives twice the salary of the members. The members are provided with several other facilities of life.

The Judiciary

In Afghanistan the administration of justice is completely based upon the Islamic Shariat Law. The judicial functions are handled by the Ministry of Justice whose head is entitled to attend the cabinet meeting. The constitution of Afghanistan under Article (89) provides for no interference of any kind in judicial matters by the administration. There are two systems of court. Shariat courts and administrative courts.

The shariat courts are divided, hierarchically into three levels.¹

- 1) The Court of First Instance
- 2) The High Court

1. Royal Government of Afghanistan, The Procedural Law of Judicial Court, State press, 1959, Art., 185, p. 29.

3) The Supreme Court of Appeal

The Shariat courts are competent to deal with the civil as well as criminal cases of private citizens. They also handle the disputes arising between public servants and private citizens regarding their private rights. But they have no right to deal with questions concerning the administrative laws and regulations.

Roughly speaking, in every district there is one shariat court of First Instance which all together makes 171. As one goes up the local hierarchy, he finds in each minor or major province a high court of justice, 14 in all. The supreme court of appeal, is located in Kabul which handles all the civil and criminal cases taken to it as appeal from the decisions of all the high courts through out the country.¹

For the purpose of handling cases in which a public employee is a party, there is a "Civil Servants Trial Council" which we call here as "Supreme Administrative Court."²

The "Supreme Administrative Court" is attached to the prime ministry under the direct supervision of the prime minister. The "Supreme Administrative Court" handles cases coming from three sources.

- 1) From different ministries, public agencies, and local governments.

1. Donald W. Wilber, op.cit., p. 93.

2. The System of Administrative Court is Discussed in Detail in Chapter Five.

- 2) From the Inspection Service attached to the Prime Ministry.
- 3) From public servants who are damaged by the acts of public authorities or their supervisors.¹

The "Supreme Administrative Court" is organized into three levels as:²

- 1) The Court of First Instance
- 2) The High Court
- 3) The Court of Appeal

Beyond all this regular judicial system and the supreme administrative court, citizens are given the right to appeal to the prime minister and the king. Petitions may be also made to a consultative religious body called the "Jamiyyat-ul-ulama". The minister of justice has to consult this body in various judicial problems.³

1. Ibid.

2. Anjuman-i-Diaratul-Moarif, op.cit., p. 17.

3. Donald W. Wilber, op.cit., p. 93.

CHAPTER II

HISTORY, SCOPE AND FUNCTIONS OF CIVIL SERVICE

A Brief Historical Background of Civil Service in Afghanistan

A student of public administration knows that the evolution of the public service is linked with the development of government and its administrative system. Each country has its own history of public service which has developed side by side with its administration.

As an indispensable part of government, public service is an ancient institution. Modern research about the past history of human political activities has revealed that there is impressive analogy between the tasks performed by modern administrators and that carried out by public officials through out history.¹

In Afghanistan the development of the civil service has been more or less the same as mentioned above. The history of Afghanistan is nothing but replete with events that resulted in expansion and contraction of the country. Due to her situation, Afghanistan has been a centre of trade, commerce and civilization. The country has witnessed a number of political, and military skirmishes. In the course of history, Afghanistan, from time to time, has been the centre of enlightenment and progression. The

1. Albert Lepawsky, Administration, N.Y., Alfred A. Knopf, 1949, p. 77.

Afghan rulers have ruled the country with justice, wisdom and a sense of service.

In chapter I we discussed in detail the administrative aspects of different historical era of Afghanistan. Here, we do not want to repeat the same explanation. For our purpose, we are going to take a brief look at the development of civil service from the time the country obtained its independence.

During the Reign of Amir Abibullah Khan, Amir Amannullah-Khan, and Mohammad Nadir Shah the father of His Majesty the present King, strides were made to carry on the work of improvement. The administrative organization of the government expanded a good deal. The number of public officials increased. Foreigners were employed to help the work of improvement. Educational institutions helped the country in providing personnel for the administration. However, the public officials were not equipped with technical training. The system of education was based on some general knowledge. Students, usually, studied for 6 or 9 years after which they were appointed to different administrative posts. A small number of professional schools emerged for tackling a few routine technical problems. No attention was directed toward the personnel administration. The country was in need of any persons who could read, write and calculate. Periodically a small number of students who had primary education were sent abroad to receive education and training in different phases of government.

The administration of the country during the reign of Amannullah Khan, the king who obtained the independence of the country

from Great Britain, was carried out by seven ministries. The organization of each ministry was simple. A small number of public officials carried on the work of the ministry. Within each ministry there was one commission responsible for selecting public employees to be appointed in administrative positions. The top administrators were usually selected and appointed by the king himself. But the lower employees were appointed by the minister on the selection and proposal of the "Employee Selecting Commission."¹ This commission held its meetings under the chairmanship of the minister concerned. In every ministry there was a "Personnel Office." The Office was concerned with the recruitment, compensation, personnel records, promotion and retirement of the public officials. The "Personnel Office" was supposed to carry out its functions according to a separate personnel law.² The Appointment of top administrators was based on the social prestige, loyalty to government, and experience in administrative work.

Great attention was focussed on the behavior of the public service. The acts of the public employees were kept within the limitation of the rules and regulations. In the central government employees were supposed to be tried by an administrative court established from the members of the legislature. The administrative courts were organized, hierchecally, into three levels: 1) the court

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1. Royal Government of Afghaninstan, The Law for Fundamental Organization of Afghanistan, Kabul, State Press, 1926, Arts., 45, 52, 27, 28, 29, pp 8-12.
 2. Ibid., Arts., 48, 94, pp. 12-23.

of first instance 2) the high court 3) the court of appeal.¹
The constitution, however, guaranteed the career of the public employees against any arbitrary dismissal or decision.²

The size and the functions of the administrative organizations remained more or less the same till the beginning of the rule of His Majesty the present king. With his appearance on the throne of Afghanistan, the country was directed toward progress and reform. Measures were taken toward social reform. Constructions were made to a considerable number. Attention was called upon the enlightenment of the mentality of people through education. Schools and colleges increased in their number. The economy of the country developed. Commercial institutions appeared here and there. A great effort was made for the utilization of natural resources. All such improvements and progress resulted in the expansion of government activities. The ministries increased in number as well as in size.

The present personnel system has developed through three eras.

1) 1919 -1945

2) 1945 -1955

3) 1955 -1961

The first personnel law was laid down in 1919 which lasted till 1945. In 1945 a new personnel law was passed by the

1. Ibid., Arts., 70, 71, 72 .

2. H. M. Davis, Op. cit., Art., 36.

parliament which established eleven ranks. It specified the procedure and requirements for promotion from one rank to another. It showed the place of the educated people on the ranks according to their possessed degrees. It was more refined and technical. As time passed on, and as experience was gained, deficiencies of the personnel system began to rise up according to the prevailing situation. The last modification was brought to the personnel law in 1955. It increased the number of ranks from eleven to thirteen. This was done in order to provide opportunity for those who had not completed their studies, due to certain reasons, to enter the public service.

Meaning and Scope of Civil Service in Afghanistan

According to the personnel law, anybody who is employed in a governmental job and paid from the public budget is a public servant provided his life records are kept with the public office.¹ The scope of civil service in Afghanistan includes all the employees working in governmental organizations and public enterprises. As such, teachers and judges are part of the civil service in Afghanistan. The employees of the semi-public enterprises are not considered to be public employees since they lack the basic conditions of being paid from the public purse.

A public employee, however, may be transferred to a private or semi-public enterprise through the decision and consent

1. Royal Government of Afghanistan, Law for Appointment, Promotion and Retirement of Civil Officials, Kabul, 1954, Art., 1. p. 1.

of government itself.¹ In such case, although he works in a non-public enterprise and receives his salary, from a private purse, he is still regarded to be a public employee. After having served for a certain period of time in the private enterprises, the employee is entitled to be accepted as public official in the public service. His years of service in the private enterprise are taken into account for his promotion. This arrangement takes place when the non-governmental businesses are in need of capable or technical personnel.

In Afghanistan, due to the absence of political parties there is no political appointee in the public service. The members of parliament, of course, are excluded from the scope of public service.

We should remember that in the public service there are many foreign experts. They are paid by the public budget but are not considered to be public servants since they, on the one hand, are not of Afghan nationality, and on the other hand, are not subject to the personnel law of the country. They perform their duties on the basis of the contracts made. Thus, contractors are out of the scope of public service.

Recruitment Process

In Afghanistan no independent or separate agency is responsible for recruitment. Recruitment is made by the individual

1. Ibid., Note attached to Art. 1, p. 1.

ministries. No ministry has a standard recruiting policy which could be able to attract the best possibly available candidates in the public service. No particular part of the personnel law is devoted to the measures or techniques of recruitment to be employed by the personnel agency. Recruitment is more a matter of traditional practice than an effective means for public employment.

In Afghanistan, the underlying and fundamental basis for an efficient public service is found in the constitution where under article twelve provision is made for public employment on the basis of ability and capacity. The personnel law in Afghanistan, limits the recruitment of public service to the following qualification to be fulfilled by the candidates.¹

First: To be eligible for being recruited to the public service, the candidate must be of Afghan nationality. No restriction is found in the personnel law regarding the Afghan naturalized citizens to be employed in the public service. As a matter of fact a very few number of naturalized citizens are holding public service. They are confined to the ministry of education and the ministry of commerce.

Second: The entrants to the public service should be at least in the age of eighteen. The fundamental reason behind this age, as far as my understanding is concerned, lies in the fact that the government wants to provide jobs for those who have for one or another reason completed only their primary education or have gained training in their domestic schools. Before the coming of the present personnel law, the holders of primary academic degrees could hardly

1. Royal Government of Afghanistan, "Law for Appointment, Promotion and Retirement of Civil Officials", op.cit., Art. 2, p.1.

enter the public service. As such, the people did not want to send their children to primary schools. They were sure that their sons would remain idle without being employed in the public service. The people considered the six years of the primary education as a waste on the part of the life of their sons. To tackle this problem, the government provided for a separate rank to which only graduates of primary schools, who are not more than eighteen years old, are employed. Age limit is not a requirement for entering other hierarchy of ranks. A retiring public employee who has served for 30 years may not be employed unless his work and his ability is needed.¹

Third: The candidates should have good morality. The law provides that they should not be condemned by charges against human dignity and chastity. In practice, the recruiting agency will make the investigation of employees' charges during the probationary period after he has been employed. This practice is subject to criticism. First, it would be a waste of time and effort if the employee is dismissed after it is found that he was charged with some crimes. Second, this is only a matter of formality. In practice, once an employee is appointed his chance for dismissal is little unless he confronts some hostility from his supervisor. Moreover, the police department is not so efficient or well organized to supply the recruiting agency with records of the appointed employees, if there are any.

1. Ibid., Arts., 45, 48, p. 15.

Fourth: The law bars the recruitment of persons between 24 and 29 of their ages if they have not completed their military service. In practice, so far as I know through my past experience in government service, the candidates are employed without giving consideration to the performance of military service. But when the time of recruiting to military service reaches, the personnel offices, through the announcement or formal correspondence of the ministry of defence, suspend the functions of the employees between 24 and 29 years of age and advise them to perform their military service. To my judgment, this practice will gradually result in escape from military service as a required national duty. However, it will provide a chance for the public employee to get rid of economic pressure temporarily, which would otherwise face him.

Fifth: It is a prerequisite, according to the personnel law, for recruitment to public service that the candidate should not be a victim of any dangerous diseases. He should possess the required health certificate. He must be mentally and physically fit for efficient and effective performance of his duties. Again, this is true in theory. In practice, the entering of sick and diseased people is hardly prevented. In all public enterprises such people are found who usually hamper the flow and speed of work by their inability to discharge the responsibility shouldered due to their poor health.

In Afghanistan, the public service enjoys much more prestige and social status than private service. This is, of

course, due to great power wielded traditionally and historically by the government and its agent over the people. The government has been feared and esteemed.

It is true that, historically, in all kinds of society there has been hostility to government representatives because they are the instruments of the repressive power of the state. But this does not mean that people avoid applying for public service. It will be a great prestige and status for a person to be known as a government servant. Moreover, the public service in Afghanistan has been the source of economic power. It has been characterized by corruption. To improve his economic situation, an employee will usually resort to bribery or other possible means of obtaining economic strength.

To obtain social prestige and economic strength, the people in Afghanistan endeavor to employ all sorts of possibly, available means. Thus, the prestige and status attached to public service will result in a rush toward governmental work. This means that the range of possibility for recruiting inefficient employees becomes wider since no examination is given to the applicants.

In Afghanistan, one of the important factors which helps attract a great number of people to public service is the existence of a well-developed retirement pension plan. Public employees receive at the end of their service a good amount of money which would help them greatly live a happy and peaceful life. Recently, however, there has been a tendency toward employment in private enterprises

on the part of some public employees. This group constitutes those employees who suffer much from poverty, and can not wait till the end of their service to receive retirement pension. Thus they attach little importance to prestige and states as a value geared to the public service.

The striking problem of recruitment in Afghanistan springs from the inadequate number of educated people graduated from educational institutions. Every year a small number of students graduate from the Kabul university. Professional schools are not in the position to produce sufficient and capable employees for public service. In the labor market, the supply is very small while demand is extremely great. The government has recently taken great measures for the economic as well as social development and improvement of the country. Therefore, such increased functions on the part of the government will require a good number of competent employees. Such a required number of qualified employees, are usually not available in the hands of the recruiting agency.

In Afghanistan, recruitment to the public service takes place in two possible ways. First, the recruiting agency directly contacts with the administration of ^{the} Kabul university or the ministry of education to distribute the graduates of the Kabul university equally according to the need of public agencies. The Kabul university prepares a list of all graduates classified professionally, on the commencement day. The prime minister after giving a lecture, making the graduates aware of their future responsibility, distributes the

graduates among various ministries. Due to the lack of adequate educated people, the graduates of the Kabul university and other colleges are not supposed to be waiting for a recruiting agency to employ them. The end of their academic work means the start of their public life.

The second possible way by which the recruiting agency in Afghanistan attracts the candidates is through official announcement. Such official announcement does not take the form of an information sheet where every possible information is included. It is only in the form of a small notice issued through the official newspaper, magazine and radio. It is very brief and simple. Usually, such announcements are made only for recruiting a small number of candidates to fill the vacancies occurring during the year. The recruiting announcement is usually made for not more than ten persons unless a new agency is established. The announcement contains the name and address of the recruiting agency, the number of the employees needed, the rank, the type of work to be performed, and sometimes the closing date for application. No mention is made of the place and date of examination, amount of entrance salary and the place where application forms are obtained. These items are excluded because of: (1) examination is mostly a matter of policy and discretion on the part of the personnel officer rather than a matter of law,¹ (2) no application form is used in Afghan public service

1. An exemption is made only regarding the rank eleventh which requires examination.

so far, (3) the mere mention of the rank in the announcement indicates how much the salary is.

Generally speaking, all the announcements specify that the candidates shall be "able" and "efficient". Some agencies include in the announcement the entrance educational requirement or the language or languages to be known by the applicants. To give a picture of the announcement which is usually published by a personnel office of a ministry through the press, I would like to reproduce an exact copy of a typical announcement. It reads as follows:

"The ministry of education is in need of three able and efficient accountants belonging to rank sixth. Those who want to be employed, please hurry up and apply. The closing date for receiving applications is July 6, 1960."

It deserves mentioning that the consideration of reduced cost makes the announcing officer construct the announcement as brief as possible. To him the announcement is only a means of informing the candidates not a technique employed to attract the best and greatest number of candidates by providing sufficient information.

After the announcement is issued, the personnel office receives applications made by the candidates. In Afghanistan, no public agency has attempted to construct and prepare application forms for employment. The common practice is that the candidate

submits a piece of paper addressed to the ministry or agency concerned. He usually specifies his past experience, the place where he is working or where he worked during his career life, the type of education he has received and the rank to which he is belonging. If he is a candidate who is supposed to be newly employed, there is, of course, no need for explaining anything except his education. He only mentions which school or college he has graduated from. All applicants are required to put their identity card number on their applications.

In receiving the applications, the personnel officer usually interviews the applicants. He tries to find the reasons for candidate separation from his previous service. Also, he wants to find out why the candidate is interested in the agency to which he is applying. It is here that the recruiting officer decides whether the applicants would be accepted or not. The recruiting officer constructs a list of the applicants in order of the date in which the applications are received. In some ministries the minute the required number is completed, the acceptance of further applicants is refused. In other ministries all the applications are accepted, and appointments are made out of the list according to the number required and the remaining candidates are informed to find work somewhere else.

To conclude this part we can say that there is no body of legal rules governing the conduct of the public recruitment in Afghanistan. Recruiting does not aim at motivating the best persons to apply for public service. Recruitment is considered as

a traditional practice to fill vacancies without any attempt to widen the range of possibility for capable candidates. Since examination is not given to all applicants, the recruitment is meaningless. If there is no test for differentiating good from bad, the recruitment program will not be able to serve its purpose of attracting the best candidates. No attempt is made to recruit qualified candidates through recruiting media other than the radio and news paper. Recruitment through direct contact with best qualified people is often unknown to the personnel officer. Many employees are recruited through personal friendship, nepotism, bribery and political considerations.

No attempt has been made to standardize the application procedures by issuance of instructions about what points should be included in the applications presented by the candidates.

The underlying problem of recruitment is the inadequacy of educated people to find way into the public service. This is why no personnel law has provided for any written or oral test to distinguish qualified candidates from unqualified ones. The past experience, through reviewing the records of the candidates, is the test for qualification. In one of my questionnaires, I asked the ministry of education to specify personnel problems confronted with the said ministry. In answer to the question the ministry of education wrote that: "For the time being the most important problem that we are facing is the small number of graduates from the professional schools while the demand for

personnel is increasing considerably day by day."

Sometimes it is heard that the inefficiency and corruption which is prevailing in the public service have made some qualified employees leave the public service and join private enterprises. This means that the whole machinery of administration is responsible for creating some problems of recruitment. Unjust treatment by the administration sometimes hurts the feelings of the competent employees. They prefer to work in a private enterprise rather than to work in the public agency.

Examination Process

In Afghanistan, as we mentioned once, provisions are made in the constitution and the personnel law that public employee should be employed according to their ability and capacity to work. We know that the important means by which ability to work can be tested is examination. Unfortunately, to a great extent this factor has been neglected by the personnel law. To the individual agencies, the question of examination is highly discretionary. Individual ministries, except in the case of entrance to the eleventh rank, practice differently concerning the examination of the employee. Before we start describing the examination process, it is necessary to know that public employees are grouped into thirteen ranks the first being the highest and the thirteenth the lowest.¹

1. Royal Government of Afghanistan, Law for Appointment, Promotion and Retirement of Civil Officials, op.cit., Art. 3, p. 2.

Two groups of candidates take examination:

First, those employees who want to be promoted from the twelfth rank to the eleventh.

Second, those who after application for employment are required by the public agencies to pass an examination in order that their abilities for performing the prospective jobs are revealed. Again, we should not forget, that such examination is highly left to the discretion of the agency concerned. In the following paragraphs the examination process of each group will be discussed separately.

According to the personnel law, appointment to the thirteenth rank is made from those who have completed primary education either through public school or through religious institutions. Appointment and promotion will not be made to rank eleven unless the candidates pass a qualifying examination. Such an examination is usually given by the ministry of education. The candidates at the outset, are introduced by the public agency to the ministry of education. On receiving the list of the candidates, the ministry of education may do either of two things. It might either tell the candidates to wait for taking a final examination in one of the public schools or it may form a committee to which is assigned the responsibility of administering a test. In both cases, the candidates are tested on the first secondary or second secondary curriculum. What is wanted from the testees is a general knowledge of history, geography, arithmetic, geometry and language. No specific question is given

to measure the ability of the candidates for the performance of his job.¹

The usual practice is that the candidates are given a qualifying examination. However, according to Article 4 of the personnel law, the candidates may be also given a competition test provided the number of candidates is found to be sufficiently large.² Here, we want to direct the attention of the reader to the fact that competitive examination is not a rule. It may be given only when the number of applicants is very large. By competitive examination we mean here a test where testees are graded or ranked on the basis of secured points in the examination. Appointment is supposed to be made from the top graded persons.

In Afghanistan, the passing grade in a qualifying test is 35 or 50 out of 100. This, in a sense, may imply that the degree of efficiency and efficacy in the performance of the employees is low. However, this is not necessarily an established fact. Teachers may be strict in their grading.

The written examination is always followed by an oral test. In the oral test the examiners, as a practice, put the whole emphasis on testing the general knowledge of the testee in the required courses for the secondary program.

The board or the school where the candidates are assigned to for examination will send the results to the ministry of education.

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1. An interview made with the Personnel Officer of the Ministry of Education.
 2. Royal Government of Afghanistan, Law for Appointment, Promotion and Retirement of Civil Officials, op.cit., Art. 4. p. 3.

The ministry of education, in turn, sends secretly the names of the candidates with their obtained grades to the agency concerned. On the basis of the received grades the public agency will take measure to promote or appoint the candidates. The criteria in determining the appointment are the critical score and the comments or suggestion made by the ministry of education.

The second possibility for giving examination to the candidates is when the public agency uses its discretion to make appointment on the basis of examination. The personnel officer, after receiving the applications of the candidates, proposes to the head of the agency to decide upon the appointment of applicants in order to fill the vacancies. Traditionally, vacancies are filled from outside and inside on the basis of the past experience and educational consideration. However, some public organizations use examination as a matter of discretion on the part of the minister or any other person heading a public agency. On the proposal of the personnel office, the minister either himself selects the board of examiners by specifying the names of the members in his decree or he may authorize the personnel office to form such board. Examination is never given to the holders of degree ranging from baccalaurate to Ph.D.. The assumption is that, such educated people have proved their good ability by passing tests given to them during their educational career. I believe that the present need of the public service for educated persons is the basic reason for the exemption from examination to be given to such people.

The members of the examining board are chosen from experienced administrators. The nature of such examination is different from the one mentioned before. Here, the employee is not tested on the general knowledge. On the contrary, the examination aims at disclosing the technical ability of the testee required for the performance of the specific job to which appointment is going to be made. Most usually such examination is given to those candidates who are supposed to be employed in the field of financial management, accounting, auditing and other technical areas. The form of examination is again a written test, The questions are made in the form of posing problems to be tackled by the testee in his answer. Also, the candidates may be asked to explain certain methods and procedures involved in an administrative process. There is a belief that answering the question is the only required objective no matter how long is taken by the testee in his answer. Such examination is sometimes supplemented by oral test. Since the examining board is not expert in testing process, therefore no important purpose is served by such test.

After having administered the examination, the board submits the final results with some suggestions or comments to the personnel officer. No announcement is made in the press of the results. The candidates are given a fixed date to come and be informed of their failure or success.¹

General intelligence tests and social intelligence tests are completely unknown to the personnel office in Afghanistan.

1. All the information regarding the examination process is provided through personnel interview with many personnel officers in various ministries.

However, performance tests are prevalent for detecting the mechanical ability of candidates who apply for the public job. Mechanical tests are usually given by the ministry of education, ministry of agriculture and ministry of mines and industries. Typists stenographers, and mechanical workers (machine operators) are supposed to take mechanical test.

Recently a new development has been made by the ministry of education concerning the test to be given to typists and stenographers. Typists who have learned typing through taking courses or through private practices are asked to take a mechanical test given by a board of examiners. According to the results obtained in the test, the typists are ranked into three groups. To each group certificates will be immediately awarded in which the established rank of the employee in typing is mentioned. These certificates entitle the holders to receive some specialized allowances. In case the holders of such certificate want to enter public service there is no need for them to be given a test. Their certificates indicate that their abilities in typing are satisfactory. In case, after the elapse of time, the employee who has been ranked second or third feels some improvement in his typing, he may go to the ministry of education and plead for a test to be promoted to a higher rank in typing.¹

The above arrangement is not true with the mechanical

1. An interview made with Mr. Mozammil, once a member of the board of examiner for typing in the Ministry of Education.

operators employed on the basis of their past records of experience or a test. No extra payment is made and no certificate is given to them.

The whole process of examination in Afghanistan is highly subject to critical comments. The personnel law does not provide for standerdized examination procedure. Generally speaking, examination is extremely subject to the discretion of the top administrator. The common practice is reliance on the analysis of the personal past records.

Examination, being a technical job, is conducted by a committee whose members are not familiar with the techniques required for the administration and evaluation of a test. Thus, questions are not made ahead of the time of examination. Positions are not classified to determine the kind of ability needed for the performance of a job. As such, questions are arbitrarily chosen. The results of the tests are highly a matter of value judgment. No objective test has ever been given to the candidates of the public service. By object test we mean a test which requires only one determined answer. The judgment of the rater does not enter into rating process. It is entirely objective.¹ In Afghanistan, informal communication and social ties have a tremendous impact on the result of the examination. The tests lack reliability and validity. Therefore, the whole process is a

1. Recently, due to the flow of foreign teachers in the country, objective tests have been introduced in schools and colleges.

waste of time, effort, and money without gaining anything which would promote the purpose of a good test program.

Moreover, examination is given only to the employees belonging to the lower levels of the personnel hierarchy. Degree holders are not subject to any test. As you go up the ladder no measure is available to test the hidden ability for administrative leadership. There is no central permanent board responsible for conducting a test program for all the ministries. Each ministry has developed its own ways and procedures.

Judged objectively, however, all such defects can be justified on the basis of lack of technical personnel in all aspects of social life, and, also, on the existence of a small number of graduates from educational institutions. The present number of graduates does not meet the need of the present government which is taking wide pace toward the improvement of all walks of the Afghan life in Afghanistan.

Selection Process

By the selection process we mean the process by which candidates who have passed the examination are chosen for the purpose of appointment to the vacancies. As we have noticed in our previous discussion, not all the candidates are given examination.

The graduates of the Kabul university are selected by the prime minister and distributed among the ministries. The

minister has to accept such selection on two grounds: First, the candidates are selected by the prime minister who has complete authority over the minister. Second, he thinks that the worst graduate is almost better than the best uneducated and narrow-minded officials who have held different positions in the hierarchy.

Those candidates who have applied for job, if they are not given examination, are selected on the basis of their past records. In case, the applicants are employees working in other public agencies, the consent of their existing employer is needed for selection. Such consent or agreement is asked for officially. It is a usual practice that this official consent is supplemented by a comment made by the ministry giving its consent. This comment describes very briefly the competence, activity, alertness and the attitude of the applicants. However, the interesting thing is the fact that such comment, if it has a negative side, in many cases, does not affect the selection of the applicant. The mere sending of an official consent means that the applicants will be selected for appointment. If the applicant is a separated employee, his selection requires the presentation of an official document stating the reason of his separation and a brief explanation of his past work.

Another possibility where selection process takes place is when the candidates are given a test and the list of eligibles is prepared. If the number of the applicants has been too great and as a result competition test is given, the selection is made

from the names appearing on the top of the eligible list. The remaining would be asked to look for a job somewhere else. But if the list of eligibles is made on the basis of a qualifying test, all those names appear on the list are selected for appointment.

Appointment Process

In Afghanistan appointment is the responsibility of His Majesty the King, the prime minister, and ministers or the governors of the local governments. Each has his own range of authority with respect to employee appointment.

Appointments to and dismissals from the first and second ranks are made upon the proposal of the ministry concerned, the ratification of the council of ministers, and the approval of His Majesty the King.¹

Appointments to and dismissals from the third, fourth, and fifth ranks take place by the prime minister provided the officials are proposed by the ministry concerned.²

Appointments to and dismissals from the ranks between sixth and thirteenth are made by the proposal of the bureaus or divisions concerned and the approval of the minister. In the major and minor provinces the appointments to and dismissals from the ranks between ninth and thirteenth are made by the governors without receiving the approval of the central ministry in Kabul.

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1. Royal Government of Afghanistan, Law for Appointment, Promotion and Retirement, of Civil Officials, op. cit., Art., 7 (a), p. 5.
 2. Ibid., Art. 2 (b), p. 5.

But other appointments to other ranks is the responsibility of the central ministry.¹

Looking at the above range of responsibilities, one can find that the appointment and dismissal of most of the officials are under the direct authority of the ministers. The ministers can influence the appointments and the dismissals made by the prime ministry. "As experience has shown", said a public officer, "the proposals of the ministers are rarely subject to disapproval by the prime minister. He relies on the proposal and suggestion of the members of the council of ministers."²

In every ministry, the common practice is that the proposals are written by the personnel office on the advice and order of the minister. In such proposals the names of the officials, their ranks, and the ranks to which they are supposed to be appointed are specified. Moreover, it is a common practice in writing such proposals to indicate the need of the ministry for the appointment. Traditionally, applications and proposals are made long, with flowery words. The proposal sheet is divided into two parts. On the right side the proposal is written. On the left the authority, to whom this proposal is made, issues its instructions, suggestions or decisions. If the proposal is made by a minister to the prime minister, the decree or order is registered in the office of the

1. Ibid., Art. 7 (c), (d), p. 5.

2. An interview made with Mr. S.A. Baha, a previous private secretary of the ministry of planning.

secretary of the prime minister and sent officially to the minister concerned.

In the public personnel law, provisions are made for entrance educational requirements concerning the appointment to ranks 13, 12, 11, 10 and 9. Those candidates who have primary education will enter the public service at the thirteenth rank. Candidates with the first secondary school certificate are appointed to rank 12. Students of the second secondary and high schools or graduates of other professional institutions whose certificates are equivalent to baccaluarate are appointed to rank ten. Graduates of the Kabul university with the degree of BA or BS are appointed to rank nine with one year priority for promotion.¹ Candidates who have received education higher than BA or BS will be appointed to rank eighth or seventh depending on the number of years devoted to acquiring the degree concerned.²

I should say that side by side with the public service ranks, there is a "banking rank system." This system has 12 ranks, the highest being rank 12 and the lowest rank one.

There are candidates who have been working in the private enterprises and now for one or other reason want to be appointed to the public service. There is no legal provision for the appointment of such candidates. The common belief held

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1. Royal Government of Afghanistan, Law for Appointment, Promotion, and Retirement of Civil Officials, op. cit., Art. 4, p. 2.
 2. Ibid., Art., 4, note I.

is that candidates coming from private enterprises are not public servants and thus must not be appointed to a rank which corresponds to one's private business rank. The reason behind this lies in the fact that such candidates have benefited much from the monetary privileges provided for them by the private enterprises during their career life in the business. Thus, it would be unjust if they are appointed to the public service according to their acquired rank in the private enterprises. In practice, however, there are many instances where candidates from private business are appointed to the public service. Such appointments are made on the basis of consent and agreement between the candidates and the public personnel office. Again, this agreement depends on the labor market and the need of both sides, the candidate and the public service. The ability of the candidate also plays a great role in this agreement. Experience has shown that such candidates are not sometimes accepted at all for appointment unless they agree to start a public career from the beginning and work as employees in rank eleven. This practice, however, is rare. The common practice is to appoint such candidates to public service but with a demotion of two or three ranks. To make it clear, I should say that candidates who come from the private to public service are appointed two or three ranks lower than their acquired rank in the private enterprises. But, this may not be true of the public employees who want to leave public service and join private enterprise. In such event, the public employees are almost

appointed according to his acquired rank in the public service.¹
This proves, again, that in Afghanistan the prestige of public service is much higher than that of private business.

Once the candidates who enter the public service for the first time are appointed, they will be given by the personnel office a public career life record which is in the form of a register having 36 pages devoted to the recording of the following facts concerning the employee:

1. A complete identification of the employee.
2. Education.
3. Rewards with their reasons and the relevant dates.
4. Punishments with their reasons and the relevant dates.
5. Books written.
6. Honorable service done outside the public office.
7. Honor medals.
8. Marital status and children
9. Medical reports.
10. Travel within and outside the country.
11. Military service.
12. Transfers.
13. Promotions.
14. Private salary.
15. Professional salary.
16. Official duties other than the present one.

1. An interview made with Mr. Mohammad Sulaiman Iskander, head of the personnel office in the agricultural and cottage industries bank.

17. Crimes committed outside the official duty.

18. Dismissal.¹

This career register is the property of the employee and will record the employee's public life happenings. His success and promotion depend on the qualitative analysis of this record. In short, this constitutes a ground for evaluation of the employees.

After the personnel register is given to the appointed employees, the personnel office proceeds to register their names in the "Public Service Register." The offices where employees are appointed are informed officially of the new appointments and asked to supervise their work. At the same time the names of the new appointments are sent to the "Finance Office" with an explanation of their ranks, their places in the cadre, and the offices where they are appointed to. At the same time, the appointed employees receive a letter from the personnel office certifying officially their appointments.

At the end of the appointment process, it should be borne in mind that appointment to any ranks requires the consent of the supervisor under whom the appointees are going to work as subordinates. This is not found in any legal context. However, this practice has traditionally persisted in the public as well as the private services. The interesting thing is that

1. A translated page of this register is shown in appendix

the supervisor in his giving consent does not make any interview with his prospective subordinate in order to evaluate him. He usually accepts what the personnel officer says. In case his work during his service is not liked by the supervisor, the personnel office may be asked by the supervisor to supply him with another employee and transfer the existing one elsewhere.

Probation

By probation we usually mean a period of trial on the job. Probation is considered to be part of the testing program in that an employee is expected to carry out his duty and his responsibility successfully. It is a measure by which the capacity of an appointee for work is tested. In the words of O. Glenn Stahl probation "affords..... the personnel agency an opportunity to gauge those intangible factors and personal qualities not assayed by formal testing procedures. Indeed, it is a check upon the whole selection and placement procedure...."¹ In the probationary period the employee is subject to a close observation by the immediate supervisor. The supervisor is supposed to assist the employee in acquainting him with the work in order to perform it efficiently. After having the employee acquainted with the work, the supervisor will objectively evaluate his performance. There is no fixed and standard period for probation. The probationary period ranges between three months and two years. But usually

1. O. Glenn Stahl, Public Personnel Administration, 4th ed. N.Y., Harper Brothers, Pub., 1956, p. 139.

the length of this period ranges between six months and one year. Various civil service laws and rules carry provisions for probation as an important stage in the staffing process. But in most cases as professor Torpey and O. Glenn Stahl describe, the supervisors do not put serious attention to this crucial period. It is highly probable that employees under probation become automatically permanent employees after the completion of the accepted period.¹

In Afghanistan, the personnel law contains provisions concerning the probationary period. But unfortunately it is with respect to a few small number of employees. Under Article Five the personnel law provides that all those who possess the required qualifications for selection and are appointed to rank 13, 12 and 10 must complete a probationary period of six months.² According to this article, the supervisor is responsible to observe the ethical attitude as well as the capacity and ability for performing the assigned work by the subordinate on probation. At the end of the probationary period a form is sent by the personnel officer to the supervisor to be filled. The probationary form involves items which considerably shed light on various abilities and attitudes of the employee under probation. The form is then studied and evaluated by the personnel office. If it emphasizes the qualifications required for the performance of a public job, the employee will be appointed permanently as a public servant.³

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1. Ibid., p. 140; W.G. Torpey, Public Personnel Management N.Y., D. Van Nostrand Co., 1953, p. 120.
 2. Royal Government of Afghanistan, Law for Appointment, Promotion and Retirement of Civil Officials, op.cit., Art. 5, p. 4.
 3. Ibid.

But if the supervisor shows his dissatisfaction with the performance of the employees on probation, a committee is supposed to be formed for investigation. The committee will study and evaluate the employees under probation. If it concedes that the evaluation made by the supervisor is correct and the work of the employees is not satisfactory, an end will be put to their work in the office where they are working. But by no means they are dismissed in this stage. They are supposed to be given another opportunity for a probationary period in another office.¹ I believe the reason behind such provision is the fact that individuals are not equally born. Different people have different ability or capacity for performing a job. The concept of individual difference maintains that if a person can not perform a job, it does not mean that he is unable to perform all other jobs. A man who can not teach, may be able to perform an administrative job. Hence, the personnel law in Afghanistan holds that there is possibility for the person who fails to perform a certain specific job to carry out another job in another office with different conditions of work and different mental requirements. Another justification for such provisions may be also advanced on the basis of the fact that in a work situation supervisor must be necessarily satisfied with his subordinates if he is held responsible for the functions of his section. Finally, the government might have the intention not to dismiss an employee so easily.

1. Ibid.,

In Afghanistan, in practice the probation does not serve its purpose. Very few cases happen where employees are dismissed on the basis of unsatisfactory performance during the second probationary period. Supervisors do not usually focuss their attention on the employees. Permanent appointment is an automatic practice after the completion of the probationary period. Through my experience and interview with various public servants, I have found that the supervisors usually advance their justification for ignorance of probationary period on the ground that such employees are generally very poor and the public service is the only place where they can foster a hope for an occupation or employment. The supervisors feel sympathy toward their subordinates who are on probation. The salary paid at the lower levels of the hierarchy is very low. It can hardly be sufficient to meet the demand of minimum subsistence. Moreover, the general prevailing view is that encouragement should be given to people in order to direct their attention toward literacy and education. It is believed that poor performance will be improved through long experience gained by the employees.

If, however, certain employees can not attract the attention of their supervisors in the second probationary period and also the supervisors happen to be harsh and do not feel sympathy toward them, a dismissal will follow. To my knowledge, such dismissal is considered to be almost complete loss of opportunity for the person being dismissed to establish a public career service.

Promotion

In Afghanistan, the fundamental ground for promotion is seniority. By seniority we mean here the time required for promotion from one rank to another. Added to seniority the following conditions must be met.¹ (1) There must be a vacancy. By vacancy here we mean, on the one hand, that the position to which the promotion is going to be made must be vacant and, on the other hand, such position and its corresponding rank must be contained in the annual budget of the ministry concerned. (2) The employees who are on the promotion list must have their "register form" filled by their supervisors. This "register form" is a form designed to evaluate the employee's performance and attitude toward the profession or public service. (3) The promotee must be competent to be able to discharge his responsibility in the prospective higher rank to which he is supposed to be promoted. The competence is determined on the basis of the evaluation made by the supervisor of the official.

The "register form" which is a measure against which the promotion is made, is replete with provisions that would evaluate the personality of the employee. It is confidentially given to the supervisors to be filled. There is no standard form of this registrar in all the ministries. Individual ministries design it differently. But, on the whole, similar items are found in all of them which aim

1. Ibid., Art., 10, p. 6.

at personality evaluation. Beside each item a place is provided where the supervisors may write either, very good, good, average or bad. In case the supervisor thinks that the subordinate is extraordinarily good or bad, he is supposed to explain his reasons. At the end of this register a blank is provided where the supervisor is supposed to write either "He shall be promoted", or "He shall not be promoted".

The register contains the following items on which the supervisors should give his opinion. (1) Continuity, care and negligence in duty. (2) Competence in the assigned duty. (3) Ability in carrying out the position to which he is supposed to be promoted. (4) Ethical attitudes toward clientele and public. (5) Degree of intelligence. (6) Balance between his income and his standard of living. (7) Degree of success in keeping the dignity and status of the assigned duty. (8) Cleanliness (9) Degree of hesitation, alertness, and creativity. (10) Ability for and success in encouraging and promoting the subordinates. (11) Degree of success in rendering the present duty and other worthwhile services. (12) Ability to issue immediate decisions in emergency cases and the ability to execute them. (13) Rewards and punishments. (14) Degree of dependability and loyalty to the country and the king. (15) Respectability to superiors and the degree of obedience to the laws, regulation etc. (16) Does the budget permit such promotion? (17)

Shall he be promoted or not?¹

In the ministry of education the "register" is supposed to be filled by two supervisors. One is the immediate supervisor and the other the supervisor of the immediate supervisor of the official.

There is no doubt that fair items are contained in the "register" for evaluating an employee. Nevertheless, subjectivity enters into this evaluation. The subjectivity of the evaluation of the employees on the basis of items encompassed in the "register" rests on two reasons: First, supervisors are not experts, and have no technical ability to evaluate an employee. Second, they are completely subject to the influence of informal organization which breeds favoritism in matters of promotion.

To reduce the influence of nepotism, the personnel law has provided that the supervisors can not promote or appoint their relatives through personal evaluation or personal proposal. By relatives the law means son, brother, cousin, niece, nephew, and in-laws.²

In our previous discussion we mentioned that there are 13 ranks in the Afghan civil service. Except in the case of promotion from rank 12 to rank 11 there is no examination to be given for going up the ladder. The time requirement for promotion varies as to the level of ranks. To give a general picture of the years needed for promotion in each rank, we produce the time requirements as follows:³

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1. This "register form" is shown in Appendix (2)
 2. Royal Government of Afghanistan, Law for Appointment, Promotion, and Retirement of Civil Officials, op. cit., Art., 8, p. 6.
 3. Ibid., Art., 7, p. 5.

Promotion From Second to First Rank	3 years
Promotion From Third to Second Rank	4 years
Promotion From Fourth to Third Rank	4 years
Promotion From Fifth to Fourth Rank	4 years
Promotion From Sixth to Fifth Rank	4 years
Promotion From Seventh to Sixth Rank	4 years
Promotion From Eighth to Seventh Rank	3 years
Promotion From Ninth to Eighth Rank	2 years
Promotion From Tenth to Ninth Rank	2 years
Promotion From Eleventh to Tenth Rank	2 years
Promotion From Twelfth to Eleventh Rank	2 years
Promotion From Thirteenth to Twelfth Rank	2 years

Promotion to the second and first ranks takes place upon the proposal of the ministry concerned, the ratification of the council of ministers and the approval of His Majesty the King.¹

Promotion to ranks three, four and fifth are made on the basis of the ministry's proposal and the approval of the prime minister.²

In the central government promotion between ranks six and eleven takes place by the proposal of the heads of the divisions and the approval of the ministers. In local governments promotion to ranks nine, ten, eleven and twelve is made by the governors.³

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1. Ibid., Art. 8, note (a).
 2. Ibid., Art. 8, note (b).
 3. Ibid., Art. 8, Note (c) and (d).

The promotion procedure is summarized as follows.

The common practice is that all the public service promotion is made on one fixed day each year. This date is the 25th of August. Two or three months before the coming of this day records of the employees are studied by the personnel office. Out of this study a list of those who are entitled to promotion is set up. A copy, then, of the "promotion register" is sent to the supervisors of those who are on the promotion list. The register must be returned one month before the final date of promotion. After the "registers" are received, the personnel office starts to study them carefully for the purpose of determining the number of those who fulfill the requirements and deserve promotion. From here a change appears in the practice of the individual ministries. In some ministries it is the personnel office which studies the "registers" of the officials and determines the promotees. It, then, sets up a list and submits it to the promotional committee to be approved. In some other ministry, like the ministry of education, the personnel office gathers all the "registers" and, then, submits them to the promotional committee for study. Here the role of the personnel office is less compared with that in other ministries. Here, it is the promotional committee which studies the registers and decides on the persons to be promoted, while in the former practice the promotional committee relies on the evaluation and decision of the personnel office. The promotional committee is composed of the

heads of the bureaus with the minister as the chairman.¹

The date fixed for promotion needs a little consideration. It has been set arbitrarily. A good number of employees suffer much from it. If the minimum time requirement of an employee for promotion is met at a date after 25th of August, he is supposed to wait for the next year to be promoted. This means that his promotion has delayed one year. Furthermore, he will face the same problem in every promotion.

When the ministry decides on promotion, the Personnel office informs the employee, being on promotion list, of the fact through an official notice. It also sends a similar notice to the supervisor under whom the employee works. Furthermore, a notice will be sent to the "Finance office" to take the matter into account in the payment of the monthly salary. The promotion is supposed to be recorded in the public life record of the employee. If the ministry concerned has any official journal or publication, the names of employees being promoted are, as a common practice, published. Promotion made in the high levels of hierarchy is announced through radio and two official gazets, "Anees" and "Islah". The promotion of the military officers is generally, no matter what their level of rank is, announced on radio. The date of such announcement is the day in which the country celebrates its independence every year. It is usually believed that such announcement provides some kind of inducement for the employees.

1. An interview made with Mohammad Akber, Personnel Officer in the ministry of education.

The existing personnel law provides that every public employee has to keep an identity card as soon as he is promoted. The card is bought from the personnel office. It carries the photo of the employee; the employee is supposed to have it all the time with him. As he gets promoted, his identity card has to be renewed.¹

As a general rule, the promotion takes place only from one rank to another. However, in case of need, if no competent and entitled person can be found to fill the vacancy from within, the law provides for employees in the lower ranks to act for the vacant position. This provision is limited to teachers, and experts, They can act for the position ranked three levels higher than their present ranks.² Thus, as a usual practice, the holders of BS and BA or above, are legally entitled to be appointed to rank nine; but in order to get use of them in positions which need expertise and talent, they are usually promoted to rank sixth and sometimes fifth in order to be able, legally speaking, to act for the vacant position which requires great responsibility from the officials. It should not be forgotten, however, that the employees being promoted two or three rank do not receive all the salary of the position for which they are acting. It is a temporary promotion. They receive quarter of the salary attached to the position for which they are acting, plus the salary of the rank, to which the employees belongs.³

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1. Royal Government of Afghanistan, Law for Appointment, Promotion, and Retirement of Civil Officials, op. cit., Art., 25, p. 11.
 2. Ibid., Art., 9, p. 6.
 3. Ibid., Art., 21, p. 9.

To my understanding, the above arrangement provides a basis for facilitating the introduction of the young generation into the high positions which have usually been held by the old officials for many decades. It is a measure taken to meet the need of the situation and the labor market. It is a privilege and incentive given by the government to the graduates of the university and other educated people who claim to be expert.

Public employees who are elected through direct suffrage as members of the House of Commons are entitled to promotion for one rank after their completion of service in the House.¹ If employees, working in a bureau or section, do not show their ability and alertness during the minimum time required for promotion, they are supposed to be transferred to another bureau or section with the same rank. In case they do not attract the attention of the head of the new office, they will be retired under the decision of the authority concerned.² I believe the rationale behind this is to provide a measure by which employees can be kept alert, active and equipped with qualifications required from them as public officials. It may be a precaution against the penetration of inefficiency in the public service.

The promotion of those who are under trial for a service wrong, is postponed until the end of the trial. In case no charge is made against the employee being on trial and the result indicates

1. Ibid., Art. 16, p. 8.
2. Ibid., Art. 17, p. 8.

his innocence, the trial period is taken into consideration for purposes of promotion¹, From this it is concluded that: (1) if the employee is charged with private wrong the promotion period will not include the time taken by trials (2) promotion will not take place if the employee is proved to be guilty.

A few observation can be made on the promotion system in Afghanistan. No objective standard is present for promotion. Promotion is made on the basis of seniority and evaluation of supervisors. No consideration has been given to examination as a crucial basis in evaluation of employees for promotion. I believe that although seniority is advantageous as far as the morale of the employee is concerned, yet it creates large possibility for killing initiative and interest on the part of those who seem to be better than others. If the organization wants to survive and be efficient it is desirable that seniority should be accompanied by examination.

Due to certain requirements, promotion is hampered to be automatic. Employees oftentimes because of these requirements may not be promoted. An employee may have satisfactory record and his supervisor maybe satisfied with his performance, still he will not be promoted due to the lack of vacant position. Moreover, for the purpose of promotion, the rank and position to which promotion takes place are supposed to be provided for in the budget. To my understanding, such restrictions which are beyond the reach of employees

1. Ibid., Art. 11, p. '6.

to remove, may have adverse effect on the morale of employees on promotion.

Subjectivity is the grave element permeating the whole process of promotion in Afghanistan. A supervisor may evaluate an employee on the basis of an optimistic view that he has toward his subordinates regardless of his performance. Experience has revealed that supervisors may also have prejudice against subordinates. As far as my own experience is concerned, I still remember the time when a superior, due to some personal hostility which had stemmed from various sources, inserted in one of the blanks designed in the promotion form to show the loyalty to His Majesty the King that "the employee, as I found, does not seem to be loyal to the country and the King." This was a complete life failure on the part of the subordinate. Possibly, such prejudices may be eliminated to some extent if the public servants are well educated and trained.

Almost, all the vacancies in the high levels of the hierarchy are filled by promotion. Outsiders are given little opportunity to introduce new ideas and new blood to the organization concerned. The top level of hierarchy is usually the possession of the old officials who came up through promotion. The common belief held is that such people are well experienced and can provide the organization with leadership through their mental maturity.

The final remark is that the practice of trial on the job is completely unknown as a basis for promotion. In a sense, the Afghan civil service practices sometimes promotion on the ground

of comparative performance. But such practice differs from that which is prevailing in other advanced countries. In Afghanistan if several employees are on equal footing for promotion as regard to the completion of the minimum time requirement, the choice of the employee to be promoted is made, on the basis of a comparative analysis of the past records (education, past performance and priority) of the employees being put on the promotion list.

CHAPTER III

POSITION: CLASSIFICATION AND PAY SCALE

A. Positions Classification

By position classification we mean the grouping of positions into different classes based on the similarities of duties and qualification requirement.¹ It may be referred to "some method of describing and perhaps some of actually organizing, the whole or parts of a public service into groups, scales, grades classes, schedules or services".² A position: classification plan is useful for the following purposes:

(1) It permits the development of a standard titles and a common language in personnel actions and in budgeting, (2) it helps recruitment through furnishing the personnel officer with advanced knowledge of the duties and responsibilities of the positions classified and of the educational and experience requirements demanded by various classes of positions, (3) it provides a firm basis for pay policy, (4) it encourages the keeping of meaningful records, (5) it helps the training officer in providing training and educational programs (6) it aids in raising employee morale, (7) it provides a basis for the solution of organizational problems through finding gaps or conflicts in authority and duplication of work, (9) it presents a picture of the various jobs as they exist within the

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1. Lewis, Meriam, Public Personnel Problems, Washington, 1938, p. 29.
 2. B.B. Schaffer, "Staff Conditions and Careers as a Problem of Measurment", Public Administration, Vol. XIX. No. 1 March 1960, p. 4.

organization, (9) it enables management to estimate budget needs accurately on the basis of a common denominator.¹

In Afghanistan most of the concepts of management with their meanings and applications in the modern advanced countries, have been unknown to the public service. The concept, therefore, of positions classification is not familiar with the Afghan personnel administration. The prevailing system is a rank system, a system which characterizes most of the undeveloped countries. Rank system differs from positions classification in that in the former the "rank or title of the individual gives him a right to the pay, prestige and perquisites of the rank or title; and he carries with him the title and its rights whatever role in the organization he may play at a particular time", while in the latter the stress is laid upon the "particular job performed at the time rather than the rank or title of the performer. Actually the position is thought of as a structure of duties and responsibilities that exists regardless of the existence of the performer".²

In Afghanistan, before 1945, that is the era of the first personnel law, all the public employees were classified into six ranks. Beginning from the lowest, they were as follows:

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1. Fritz Morstein Marx, Elements of Public Administration, N.Y., 1946, p. 553; Flex A. Negro, Public Personnel Administration, N.Y., 1959, p. 83; Leonard D. White, Introduction to the Study of Public Administration, N.Y., 1939, p. 326; W. Brooke Graves, Public Administration in a Democratic Society, Boston, 1950, p. 126.
 2. Dwight Waldo, Ideas and Issues in Public Administration, New York, 1953, pp. 254-255.

- (1) Junior clerks: This category, in turn, was divided into four ranks:
 - a) First clerk
 - b) Second clerk
 - c) Third clerk
 - d) Fourth clerk
- (2) Senior clerks.
- (3) Ma'moors (an Afghan term which does not have any equivalent in English)
- (4) Directors.
- (5) Director General.
- (6) Deputy-Ministers.

There was no attempt to classify public positions on the basis of the difficulty and nature of the work done. It was believed that public service could be run by any person at least after a period of experience. As such, no need was felt to classify positions. Specialization or division of labour had no meaning in the public service. This belief had its root in the fact that the range of the activities of the government was very narrow.

As the function of the government increased and the public activities began to grow up, gradually various administrative problems emerged. A serious need was felt by the government to enlarge the size of the public organization to meet the need of the situation. This, in turn, necessitated the enhancement of the number of employees needed in the public service. But the fulfilment

of this need was hampered by the narrow range of the rank system. Since there were few ranks in the hierarchy of the public service, the appointment of a great number of employees, on the one hand, and the narrow range of promotion, on the other hand, made the government take measure to tackle the problem.

The solution to this problem reflected itself in the measure taken toward the establishment of a wider rank system. So far as my knowledge is concerned, the ministry of education was the pioneer in the setting up of the new personnel system.

The new system manifested itself in the personnel law of 1945 which provided for eleven ranks.¹

The passage of this new personnel law gave rise to the practical problem of how to allocate the present employees, working in the public agencies, into the established eleven ranks. The problem was solved through an arrangement by which the employees were supposed to be allocated into established ranks on the basis of the amount of salary paid to them. To make it more understandable, I should say that before the setting up of eleven ranks each employee had a fixed service salary and, often, certain other allowances made under different names. Side by side with the establishment of eleven ranks, a bill was passed specifying the salary paid for each rank. Now to allocate the public servants into these eleven ranks, it was decided that employees should be ranked on the basis of their

1. Royal Government of Afghanistan, Public Personnel Law, Kabul, 1945, Art. 6, p. 4.

total salary and allowances made by the government. Each personnel office in the individual ministries started to classify its employees into eleven ranks after a comparison was made between the amount of payments which had been made by the government and the amount set up for each rank.¹

The personnel law of 1945, provided that all the entrants to the public service should be classified to the lowest level of hierarchy, that is rank eleven. As such all the graduates of the universities and the high schools were recruited to rank eleven with all other entrants who might or might have not had any high education or training.² The difference between a graduate of the university and a person who graduated from a primary school was in the rate of salary paid by the government. According to this law the graduates of the university with a BA or BS got AF. 200 as vocational salary in addition to the basic salary attached to each rank. The graduates of the high schools, likewise, received AF. 100 as vocational salary. The common belief was that the educated and non-educated people entering the public service did not differ from one another concerning the experience in public service. Both have no experience in government business and as such should start from the same level of hierarchy. The difference between the two groups was thought of to be in education and the amount of general knowledge. To reflect this difference, an additional salary was

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1. The above information is based on an interview made with Mr. Mohammad Alam, Private Secretary of the minister of education.
 2. Royal Government of Afghanistan, Public Personnel Law, op. cit., Art., 7, p.5.

considered to be justifiable.

Ten year experience proved that the personnel law of 1945 regarding the grading of employees and conditions set up was not satisfactory. This resulted in the passage of a new personnel law in 1955. This law increased the number of ranks from eleven to thirteen. More attention was given to the graduates of the universities and high schools.

In the new classification, the holders of BA or BS were to be recruited to rank nine with one year priority for promotion. The graduates of high schools were assigned to rank ten.¹ This new arrangement brought, on the one hand, a difference between the holders of BA or BS and the graduates of the high school, and on the other hand a hard and fast line was drawn between the educated entrant and the uneducated ones. Also, this new attempt was the reflection of a tendency toward the creation of an opportunity by which the graduates of the universities and the high schools could climb up the ladder of the administrative hierarchy within a relatively small period of time.

The present rank system involves employees with the following titles:

Rank first includes all those who are titled as deputy minister, equivalent to permanent secretary in the British civil service.

1. Royal Government of Afghanistan, Law for Appointment, Promotion and Retirement of Civil Officials, op. cit., Art., 4, pp. 2-3.

Ranks second and third involve Director General .

Ranks fourth and fifth consist of directors. Several directors are headed by one Director-General. Ranks sixth and seventh are limited to a group of civil servants who are called "mamoor". It is a rank between the director and the senior clerk. Ranks eight and ninth comprise all senior clerks. Ranks tenth, eleventh, twelfth, and thirteenth involve first, second, third and fourth junior clerks respectively.

As far as my understanding is concerned, the lack of position classification in the personnel system of Afghanistan stems from the fact that the country until recently did not attempt to bring huge changes in the social, political, and economic life of the people. In the past, no plans were put into effect to introduce tremendous development in economic resources of the country. Economy was left unexpanded. This implies that the functions of the government were limited. Moreover, it follows that the function of government were thought to be routine and clerical in nature which required a little intelligence and effort from the public employees. This fact, was reflected in the personnel system where no need was felt to classify positions. Moreover, another reason that could be advanced behind the lack of positions classification is the fact that the administrative system of the country has been unfamiliar with the modern management techniques. The notion of O and M and scientific management, which has direct relation to the concept of positions classification,

is absent in the minds of our administrators.

As the country, under the present government, started taking measures toward the implementation of huge and gigantic projects for the purpose of industrialization and mechanization, increase took place in the number of the governmental functions, and the need for technical talent and specialized personnels has begun to enhance. Moreover, not only the Kabul university provides the country annually with a good number of graduates in different fields, a considerable number of educated and specialized people also flow from abroad every year especially from the U.S.A. and European countries. These are the factors which, in ^{the} future would force the government to become, at least, aware of the fact and take measure to classify the positions found in the public service.

At present, the consequences of the lack of positions classification in Afghanistan is that, the personnel system is not furnished with advanced knowledge of the duties and responsibilities to be discharged. It does not provide for educational and experience requirements demanded by various kinds of work. Most important of all, the system provides no firm basis for pay policy. In other words, it lacks a standard compensation plan which is based on the belief "equal pay for equal work". Furthermore, the distribution of work is not effective. It is completely arbitrary. Some employees are so overloaded that they can not finish part of their daily assignment inspite of the fact that they work hardly without having any break. There are, on the other hand, many in every

public agency who do not find work to do or if they do the work is light. But, both categories receive equal salary because both enjoy the same rank in the personnel hierarchy. Likewise, with respect to the difficulty of job, there is a great difference between the duties of the employees who get the same salary. To my knowledge, this has been a great source for the complaints of the public servants.

B. Pay Scale

On a first thought one can find that there are two kinds of hierarchy. (1) Job hierarchy and (2) pay hierarchy. The former is referred to classification plan while the latter is ascribed to compensation plan. In our previous discussion we described in detail the positions classification system in Afghanistan. Here the discussion will be completely centered around the compensation plan and other fringe benefits provided in the Afghan public service.

In a narrow and proper sense the compensation plan is defined as an orderly system of salary payment to employees. It consists of a schedule of pay scales applicable to classes of positions previously arranged in a positions classification plan.¹ A compensation plan aims at (1) seeking equitable relationship between salaries and wages of public employees and private employees who are carrying out the same responsibilities and duties, (2)

1. John M. Pfiffner, Public Administration, N.Y., 1935, p. 205; William G. Torpey, op.cit., p. 69.

establishing a fair relationship between the salaries of individuals performing different kinds of work, (3) adjusting salaries to changing price levels, (4) providing reasonable opportunity for receiving claims and grievances.²

In Afghanistan, there has been a complete absence of a compensation plan based on position classification plan. Salaries are fixed arbitrarily. No consideration has been given to the fact that salaries should be paid on the basis of the quality and amount of work done.

Before 1952, or prior to the coming of the present government into power, all public employees enjoyed two kinds of salary. First, the basic salary which was attached to each established rank. Second, private salary. Private salary varied in its amount according to the level of established ranks. In other words, there was a close relation between the level of salary paid and the hierarchy of ranks in the civil service. Two reasons could be advanced for private salary. The first one resided in the notion that the monarch should have his eyes upon his public servants. In other words, private salary was considered a special privilege given by the monarch to public employees in addition to the basic salary which was paid for the service rendered. This measure was supposed to result in loyalty to the government and in a sense of

1. Leonard D. White, op.cit., p. 343; W. Procter, Principles of Public Personnel Administration, N.Y., 1921, p. 43.

pride on the part of the public servants. The second reason was to provide public employees with monetary aid to meet the minimum standard of living. In addition to the above salaries, employees who had received education enjoyed a professional salary. Some received a salary named "privilege Salary" which was given as a compensation for some unusual service. The royal family, or sirdars, enjoyed a family salary.¹

With the coming of the present government in 1953, an end was put to all additional salaries except the professional salary enjoyed by the graduates of high schools and universities. This is, of course, a privilege given on the basis of the belief in value of education. It is an incentive to attract people toward education which is given free by the state in order to increase the number of literates in the country. Furthermore, it might be a factor for motivating people to join public service.

Some eight years ago, when the present government came into power, the ministry of finance took a great measure toward setting up a meaningful financial plan. It paid much attention to the sources of the public revenues and expenditures. It raised the revenue side of the budget. To lessen the financial pressure under which public employees were living a hard and miserable life, the government initiated a bill in which provision was made to increase fifty percent employees' salary. Meanwhile, the bill provided to

1. The above information is collected from a few personnel officers and some public servants in various ministries through interview.

cut down private salary, family salary and privilege salary. The bill was put into effect in 1954.¹

The introduction of the First Five Year Plan in Afghanistan effected another increase of seventy five percent in the salaries of public employees. The increase was supposed to take place within the plan period in the following years.

- (1) 1957 25 percent
- (2) 1959 25 percent
- (3) 1961 25 percent

To my knowledge, fifty percent increase has been made so far. It is expected that the remaining twenty-five percent increase will be made in September 1961. It is said that one of the reasons behind this increase lies in the fact that such increment will provide a good incentive for public employees in the course of the Five-year plan implementation.

The present pay scale of the public service is shown in the following table.

TABLE VII
PAY SCALE FOR PUBLIC OFFICIALS

Ranks	PAY RATE	
	Monthly	Annually
Rank 1	AF. 2662.50	AF. 31950

1. "Home News", Islah, Kabul, May 17, 1954.

TABLE VII

PAY SCALE FOR PUBLIC OFFICIALS

Ranks	PAY RATE	
	Monthly	Annually
Rank 2	AF. 2193.75	AF. 263125.00
Rank 3	AF. 1518.75	AF. 18225.00
Rank 4	AF. 1275.00	AF. 15300.00
Rank 5	AF. 1125.00	AF. 13500.00
Rank 6	AF. 787.50	AF. 9450.00
Rank 7	AF. 712.50	AF. 8550.00
Rank 8	AF. 577.50	AF. 6930.00
Rank 9	AF. 515.61	AF. 6187.00
Rank 10	AF. 453.74	AF. 5445.00
Rank 11	AF. 412.50	AF. 4950.00
Rank 12	AF. 321.74	AF. 3861.00
Rank 13	AF. 301.63	AF. 3619.50

*Source: The Ministry of Finance.

The pay scale for public teachers differs slightly from that of other public employees. This difference appears in the salaries of the employee belonging to the ranks ranging from eleven to four. For the purpose of emphasizing the valuable service rendered by the

* It is obtained through questionnaire sent to the Ministry of Finance.

teachers in the community, higher salary is paid to them than other public servants. The following table demonstrates the pay scale for public teachers.

TABLE VIII
PAY SCALE FOR PUBLIC TEACHERS

Ranks	PAY RATES	
	Monthly	Annually
Rank 1	AF. 2662.50	AF. 31950.00
Rank 2	AF. 2193.75	AF. 26325.00
Rank 3	AF. 1518.75	AF. 18226.00
Rank 4	AF. 1443.75	AF. 17325.00
Rank 5	AF. 1268.75	AF. 15225.00
Rank 6	AF. 875.70	AF. 10500.00
Rank 7	AF. 787.50	AF. 9450.00
Rank 8	AF. 612.50	AF. 7350.00
Rank 9	AF. 546.87	AF. 6562.50
Rank 10	AF. 481.25	AF. 5775.00
Rank 11	AF. 437.50	AF. 5250.00
Rank 12	AF. 321.75	AF. 3861.00
Rank 13	AF. 301.63	AF. 3619.50

*Source: The Ministry of Education

* It is obtained through mailing questionnaire.

Two important considerations can be made with respect to pay scale in the Afghan civil service. First, the pay scale does not provide for ranges within each grade. One of the good characteristics of a pay scale is to establish minimum, intermediate, and maximum rates of pay for every established grade or rank. It is held that an employee entering a public service should be appointed to the lowest range of the grade concerned. The principle reason behind the establishment of ranges within a grade is to compensate employees for increased experience and proficiency which is usually acquired by practice. Moreover, it provides an instrument in the hands of the administrator or supervisors to motivate their subordinates to exert continued efforts. It is held that the spread between the minimum and maximum rates is usually in such a way that the maximum rate is 25 percent higher than the minimum.¹ Thus we can say that the present pay scale does not provide for a salary incentive for those employees who work hard and serve well but could not be promoted. This factor has adverse effect on employee's morale.

Second, the rates of pay attached to each rank is not adequate. Prominent writers on the literature of public administration believe that government should be a model employer and provide for a minimum living wage to every employee. By living wage is meant adequate food, clothing, shelter, and reasonable comforts of life.²

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1. Glenn O. Stahl, op.cit., p. 267; L.D. White, op.cit., p. 348; Norman John Powell, Personnel Administration in Government, Englewood Cliffs, N.J., Prentice-Hall, 1956, p.360.
 2. William G. Torley, op.cit., p. 67; L.D. White, op.cit., p.344.

As a matter of fact, this factor greatly depends upon the economic and financial situation of the society and the government which serves it. In Afghanistan, the economy is a subsistence economy. The natural resources are fully undeveloped. The standard of living is low. All such economic problems have reflected themselves in the low rates of salary which the government pays, and in the relatively low opportunities for work outside the government. Although the present government has made strenuous efforts to develop the natural resources of the country, increase agricultural and industrial production, expand trade, raise living standards, yet the salaries paid are not enough to meet even the minimum requirement of the employees. Moreover, although the introduction of the First Five-Year Plan has brought so far an increase of 50 percent in the rates of salaries, still the problem is not solved. To my best understanding, this is due to the lack of control on the prices of food, clothes and the rent of houses of which most of the employees are deprived. All this has resulted in low morale and a sense of dishonesty on the part of the public officials. Personally, I remember many instances where public employees tried to justify the action of bribery on the basis of inadequacy of salary paid. Such employees maintain that poverty and the sense of responsibility to provide food, clothes and shelter for their dependents have forced them to accept bribes. However, one should not lose sight of the fact that bribery is not always the effect of inadequate salary. Few other factors tend to have impact upon this question.

The human desire for betterment and advancement constitutes a good force to intensify bribery. This is, in turn, a cultural product which may differ in its degree from society to society. Some people are of the opinion that bribery or the sense of dishonesty is experienced just because it has become a habit. This fact has manifested itself in the failure of the present government inspite of its great stride to reduce the degree of bribery intensity.

Allowances and Bonuses

In Afghanistan besides the basic pay, the public employees receive certain allowances, bonuses, and other fringe benefits. Such benefits, as a matter of fact, have made the employees to be in a public office rather than in a business agency. This stands side by side with the status and prestige attached to a public office. In the following we will attempt to point out such allowances and benefits.

1. Allowances for Specialized Personnel

In Afghanistan, due to inadequate number of educated persons, great importance has been attached to the graduates of university and high school. Based on the level of education received, the following allowances are paid to the professional public employees:

- (1) To Ph. D. AF. 400.
- (2) To M.A. or M.S. AF. 300.
- (3) To BA or BS AF. 200.
- (4) To Holder of baccalaurate AF.100.

In the last ten years there was an opinion that greater importance should be given to those degree holders who contribute to the development of the country through educating and training the countrymen than those educated people who work in other services. This opinion took its root from among the teachers and the professors of the Kabul university and other high schools. Several attempts were made by this group to force the government to admit the fact by providing for a higher allowance. But all such efforts failed to receive the attention of the government until recently. Finally, in 1958, the High Council of the Kabul university succeeded to draft a bill in this connection to be presented to the Council of Ministers. The bill was aiming at the establishment of a few scientific or scholastic ranks among the staff of the Kabul university. The bill was acted upon by the parliament and promulgated in April 1959. According to this law, six ranks are established among all the staff of the Kabul university. Each one of this rank is given a special name. These ranks are ranging from bottom to top, as follows:¹

- (1) Pøhyalai.
- (2) Pohanyar.
- (3) Pohanmal.
- (4) Pohandooy.
- (5) Pohanwal.
- (6) Pohand.

1. "Law for the Staff of the Kabul University", Kabul University News, Kabul, Afghanistan, Vol. 1, March, 1960, Art. 3, p. 11.

To provide an incentive for the attraction of best qualified scholars in the Kabul university and to promote scientific studies and researches, the law provides for the following professional allowances in addition to the basic salaries attached to the various ranks of the civil service.

<u>No.</u>	<u>Scholastic Ranks</u>	<u>Pay Rate Per Month</u>
6	Pohyalai	AF. 500
5	Pohanyar	AF. 800
4	Pohanmal	AF. 1000
3	Pohandooy	AF. 1500
2	Pohanwal	AF. 2000
1	Pohand	AF. 3000

The teaching staff should have the following qualification in order to be assigned to one of the established scholastic ranks and consequently to enjoy the professional allowance.¹

- (1) Good personality.
- (2) Ability to teach.
- (3) Wide knowledge in the major field.
- (4) Expressing strength and alertness in attracting the attention of students toward acquiring of knowledge.
- (5) Ability to induce and encourage the mentality of students.
- (6) Sense of cooperation and interest in teaching.
- (7) Ability to make research and novel contribution.

1. Ibid., Art. 5, p. 12.

To be eligible for one of the six established ranks, each one is supposed to fulfil the requirement of that rank. To climb up the ladder of this ranking system, one must pass a period of three years. Promotion from one rank to another is the responsibility of the following bodies.¹

(1) Promotion of the first three ranks takes place through the decision of the staff committee of each school, the approval of the High Council of the Kabul university, and the confirmation of the Kabul university rector, the Minister of Education, and the Prime Minister.

(2) Promotion of the second three ranks is made upon the decision of the staff committee of each school, the approval of the High Council of the Kabul university, the confirmation of the Kabul university Rector, and the Minister of Education.

The question of the scholastic ranks established among the staff of the Kabul university has been attacked by a great number of people specially those degree holders who are serving in other posts rather than teaching in the university. They hold that this decision encourages the idea that other educated people are in the position of the government which enable them to make money from here or there. Moreover, it has been maintained that this measure has an adverse effect on the morale of those who find their friends, being graduated from the same institute, receiving a higher salary by the virtue of the privilege allowances given

1. Ibid., Art. 9, p. 14.

to them. Furthermore, the people who are teaching in schools and colleges resent this decision and claim that they also deserve such privilege on the basis of their life devotion to the development of educational value in the Afghan community.

2. Special and Overtime Allowances

There are some periods of time within the fiscal year during which the volume of work reaches its peak. An example of such periods is the time of budget preparation in the public agencies. In such periods a good number of employees are asked, subject to extra-compensation, to work more than the official working hours. The teachers and professors in the Ministry of Education and the Kabul University, who are considered to be public servants, are supposed to teach for 26 lecture hours per week. A good number of the teachers enjoy overtime allowances if they teach more than the required academic periods. Moreover, there are instances where public servants are asked to teach in public schools. Such people receive overtime or special allowances in addition to their basic salaries. The rate of these allowances are as follows:

1. Public employees other than teachers receive an overtime allowance equal to twice that of their basic salary. This is calculated on the basis of the number of hours spent on teaching.

2. The rates of overtime allowance received by teachers or professors vary according to the level of the classes in which teaching takes place. Such rates are as follows:

a. Those who teach in the Primary Schools are entitled to receive 1/1000 of their annual basic salaries for each academic period. In the Primary Schools each teacher has to teach from 28 to 30 academic periods per week. Periods above this are considered as overtime for which overtime allowance is provided.

b. In Secondary Schools the rate of overtime allowances vary between AF. 15 to AF. 18 per period depending upon the level of classes conducted.

c. In the Kabul university the rate of overtime allowance is AF. 25 per period.¹

3. Travel Allowances

All those who receive their salaries from the Public purse are entitled to a travel allowance when they travel either within the country or outside for the purpose of performing a duty assigned by the authority concerned. Travel allowances include not only travel expenses of the employee himself but also of the members of his family. However, the law provides that the public employee is not entitled to receive travel allowance for more than four persons who are dependent upon him.²

Travel expenses are given according to the following conditions:

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1. All the above information is acquired through a questionnaire mailed to the Ministry of Education.
 2. Royal Government of Afghanistan, Law for Travel Expenditures, Kabul Press, Kabul, 1958, Art. I, p. 1.

1. If the travel is by plane the travel expenses include the fare for plane and baggage.¹

2. If the travel takes place by bus the public employee has the right to be given the fare for the bus and the baggage. In addition, he will receive for each 200 Km. an amount equal to his daily salary as travel expense. Moreover, for each member of his family he is supposed to receive an amount equal to 2 o/o of his monthly salary.²

Public employees who travel abroad for a temporary performance of duty are entitled to receive one of the following travel allowances:³

1. First degree allowance: given to those civil servants who are ranked first or second in the personnel hierarchy.

2. Second degree allowances: given to employees ranked between three and thirteen.

3. Third degree allowance: given to those contractors whose monthly salaries are less than AF. 1500.

During their stay abroad, public employees are given an allowance in addition to their basic salary and is considered as paid to their families. The rate of such allowances varies among public employees according to their ranks.

1. Ibid., Art. 9 (a), p. 3.
2. Ibid., Art. 9 (a), p. 3.
3. Ibid., Art. 10 (a), p. 5.

The law provides that the public employee who receives travel allowance should submit the required documents specifying the figures of expenditures made during his travel and residence within the country or abroad. When the Accounting Office receives such documents, it will investigate deeply whether extraordinary expenditures are involved. In case the submitted documents show any extraordinary expenditure the matter is supposed to be referred to a committee for investigation.¹

The travel allowance of delegates and military regiments which are sent abroad to perform certain duty or participate in any official ceremony is determined by the council of ministers. Public employees who are invited by a foreign state are given a sum of money as pocket allowance in addition to their basic salaries.²

Recently a great number of public employees have been sent abroad to study in various fields needed by the government. The expenses of such officials are provided either by the Afghan government or by other foreign and international institutions. The salaries of employees sent under scholarship program (a program more than one year) are cut while salaries of those sent under Fellowship Program (a program less than one year) are considered to be paid to their families.³ The reason behind such payment is that the employee, who is supposed to be sent abroad for receiving

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1. Ibid., Art. 19, p. 6.
 2. Ibid., Art. 23, p. 7.
 3. Afghanistan, Ministry of Education, Scholarship and Fellowship Regulation, approved by the Council of Ministers, dated March 1957, Art. 2, p. 3.

education or training, can not accept such sending unless he is convinced that the government takes care of his family by paying his salary. But the practice that a number of employees are paid while another ignored is severely criticized. To my understanding, the intention of legislature is that the government can not afford to pay the salary of an employee who is for a long period of time out of service. The better way, I think, to remedy the situation and bring justice and equality to the public service is to pay for one year the salaries of those who are sent abroad regardless of being under Scholarship or Fellowship programs.

When a public employee is sent abroad under a domestic Scholarship or Fellowship programme, he is entitled to have his salary paid to his family for a period of two years. Moreover, he will enjoy all his civil service rights provided by the personnel law. If the employee was not able to acquire his diploma or certificate, his salary which is supposed to be paid to his family is cut. In case his failure is justified by the university at which he studies, he will be permitted to study at the expense of the government for another year; but his salary is cut and not given to his family. However, his right of promotion will be preserved provided the employee returns home with a positive result.¹

4. Bonuses and Rewards

Traditionally, it is a common practice that provision is made in the budget of all the individual ministries for bonuses

1. Ibid., Art. 9, p. 6.

and rewards to be given to those performing meritorious and devoted service in their official duties. Bonuses and rewards are granted through awarding the so-called merit certificate. The personnel law, in Afghanistan, classifies the merit certificates into three categories according to their importance. They are as follows:

a. First Class Merit Certificate

This kind of certificate is awarded to those public employees who have performed extraordinary service during a war or a revolution. It is granted either directly by His Majesty the King or through a proposal made by the authority concerned. The awarding of such certificate gives to the official a right to be promoted one rank provided that he has completed half of the time required for his promotion.¹

b. Second Class Merit Certificate

It is given to those who have shown excellent activity and alertness in their assigned duties. Such certificates are awarded by the Prime Minister directly or upon the proposal of the ministry concerned. Officials granted such certificates are entitled to one year advancement in their present rank. In other words, their terms of promotion are reduced by one year.²

c. Third Class Merit Certificate

It is given to the officials who have performed their official duties in a better manner than their colleagues. The

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1. Royal Government of Afghanistan, Law for Appointment, Promotion and Retirement of the Afghan Civil Officials, op.cit.,
Art. 29, p. 12.
 2. Ibid., Art. 30.

awarding of this certificate takes place either directly by the minister concerned or upon the proposal of the head of the office where the employees work. Such certificate gives the officials a right to receive three months salary as reward.¹

Besides the above rewards given through merit certificates, bonuses are also provided for public servants. Bonuses are given upon the proposal of the department and the order of the minister concerned. Although the question of bonuses is not included in the personnel law, yet all the ministers, in practice, have exercised their authority to give bonuses amounting to less than three months salary.

From the above provisions one concludes that the personnel administration in Afghanistan believes in incentive system as a means of encouraging employees to produce more and perform better. The system gives formal recognition to outstanding performance above and beyond what is expected in line of normal duty. The critical remark in this connection is that most of rewards and all bonuses are given on the basis of supervisors' opinion and proposal. This means that all the rewards or bonuses given, in practice, are not always justifiable on the ground of better performance. Favoritism and bias may enter into the decision of supervisors. The degree of such bias and favoritism could be reduced if a committee is made responsible for awarding rewards. Furthermore, better results would be obtained for the purpose of administrative improvement if

1. Ibid., Art. 31.

rewards are extended to valuable suggestions offered through suggestion system by the public servants.

Fringe Benefits

Retirement Benefits: In Afghanistan all the public officials in the executive, judicial and legislative branches are subject to a retirement system. The public officials are entitled to retirement allowance after a service period of thirty years.

All the public officials will be retired under the following conditions:¹

1. Reaching the compulsory age of retirement. This age varies from 60 to 65 years for the officials of the first and second ranks, from 55 to 60 years for the officials of the third, fourth, and fifth ranks, from 50 to 55 years for the officials of the sixth, seventh, eighth and ninth ranks, and from 45 to 50 years for the officials of the tenth, eleventh, twelfth and thirteenth ranks.

2. Incapacitation caused outside duty.

3. Successive sicknesses which cause an employee to absent himself for more than one year.

4. When any court, in which an employee is under trial, issues a verdict asking for retiring of the employee from public service.

5. When an employee remains ten years in one rank without any promotion.

6. When a position is abolished.

1. Ibid., Arts. 45, 46, p. 15.

Under the fulfilment of any of the above conditions public officials are entitled to receive retirement salary.

Any civil officials who have reached the compulsory age of retirement may be asked to serve for another five years if it is found that the specialized knowledge and ability of the employees could be utilized. This takes place under the decision of the council of Ministers and the approval of His Majesty the King. The retirement allowance is computed either from the time the civil servants start their high education or from the date they enter the public service. By high education here is meant above baccalaureate. The retirement salary which is paid after 30 years of service amounts to 60 o/o of the basic salary of the last rank of the retiring officials.

In addition to retirement salary, other benefits for dependents of public employees are also provided by the public purse. They are either in the form of death benefits, where an employee dies before he gets retired, or benefits payable, where a former employee dies after retirement. In all such cases the dependents receive a lump-sum payment. The size of this sum is determined by the employee's salary and his length of service.¹

Several observations are made on the retirement system in Afghanistan. The retirement system is the most important factor which has contributed to the attracting of a good number of qualified

1. Ibid., Art. 84, p,25.

people in the public service. The system in Afghanistan has provided the government with an equitable method of separating from the public service disabled employees who are no longer physically able to work. It has provided an incentive to experienced employees to stay in the public service at least until minimum conditions for retirement are fulfilled. Looked from employees point of view, the retirement program has offered financial protection for all employees against insecurity due to old age, disability and death. Furthermore, public servants under the retirement system have had assurance that their wives and children will receive financial assistance upon their death. It has promoted an upward movement of employees within public agencies. It has also fostered opportunity for citizens to fill vacancies appeared at the lower levels of the public organizations.

The shortcoming of the system in Afghanistan is that the age of retirement is not determined by the occupations of employees included in the system as well as by conditions of employment within the group. For example, the physical fitness of policemen is generally reduced at an age earlier than that of general public employees. Another shortcoming is that employees who are members of the retirement program are not represented by an employee representative. Moreover, although the retirement of ^{an} employee in the event of staying in one rank for ten years can be justified by the fact that it encourages inefficiency and a rust public service, yet argument could be advanced which strengthens the position of the

employee being retired. Maybe, it is not his fault that he was not promoted. Its cause may lie in poor supervision and leadership. As far as my experience is concerned, public employees in practice, however, rarely stay in one rank for ten years without promotion. Promotion in Afghanistan is based to a great extent on seniority.

The final remark about the retirement system in Afghanistan is that it encounters the problem of poor administration. It is not easy for retiring official to receive his right of retirement. It takes him months and months to convince the administration of retirement program that he is entitled to receive retirement allowance. This means that possibility may arise for favoritism, corruption and bias to come into play.

Hours of Work

The number of hours of work varies according to the seasons of a year. Furthermore, it changes during the month of Ramadan. Again, as the month of Ramadan shifts from one season to another the number of work hours alters respectively.

According to the Law of Attendances and Leaves, work hours are fixed as follows:¹

1. Beginning from April till September the official work hour starts at 8:00 a.m. and ends at 4:30 p.m. except one hour for noon break.

2. Beginning from October till the end of March the

1. Royal Government of Afghanistan, Law for Attendances and Leaves of the Civil Official in Afghanistan, Kabul Press, Kabul, 1951, Art. 2, p. 1.

official work hour starts at 9:00 a.m. and ends at 3:50 p.m. Within these official work hours one hour is provided for noon break.

If the month of Ramadan falls within the months of April and May, the official hour is from 9:00 a.m. to 3:30 p.m. The same is true when it falls between the months of October and March. But if it comes within the months of June, July, August, and September, the official hours are fixed from 8:00 a.m. to 1:30 p.m.¹

If civil officials do not present themselves at the legally fixed work hours and have no acceptable excuse, they will be marked absent. The law provides that against one day of absenteeism an amount equal to the salary of three days be deducted from the employee's monthly basic salary. If an employee presents himself at absenteeism roll call and subsequently is seen elsewhere than in his work premises, as in the streets for example, without any permission slip, five days salary will be deducted from his monthly basic salary.² This is, of course, in theory. In practice, although many employees may be seen out of their offices, yet mostly no measure is taken to apply the above provision. In few cases however, employees may be marked absent for five days only when the relationship between the superior and his subordinate is not good.

Leaves

In Afghanistan public employees are entitled to the following kinds of leaves with pay:

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1. Ibid.
 2. Ibid., Arts, 5, 6 p. 3.

1. Sick leaves.
2. Annual leaves or annual vacation.
3. Personal business leave.
4. Special leaves.

1. Sick Leaves

All civil officials in Afghanistan have the right to absent themselves for reasons of health for a period of twenty days per year at full salary.¹

The work of the employee who absents himself for more than one month because of sickness is to be discharged by another employee who performs the same kind of work in the office concerned. The replacing employee would not receive an extra salary except that of himself. The main reason for this is that such cases usually happen to all employees and thus they should contribute to one another. If the job of the absent employee can not be discharged by an employee of the office because of any consideration, the head of the office has the authority to appoint temporarily an employee to discharge the duties of the sick employee. In this case, the employee will be paid an amount equal to half or three-fourths of the salary of the sick employee.²

2. Annual Leaves

This leave is given to the public employees to renew their energies after a year's work and induce them, upon their return from

1. Ibid., Arts 12, p. 6.

2. Ibid., Art. 13, p. 6.

it, to be of enhanced productivity. Also, it is granted for family conditions, such as illness in the family for which an employee believes his presence is desirable.

According to the Law of Attendances and Leaves, each public servant in Afghanistan has the right to be granted an annual leave at full salary for a period of twenty days. The annual leave may be given either altogether or separately during the course of the year depending on the wish of the employee. If an employee does not take his annual leave in one year, he has the right to take 40 days after two years, and two months after three years. However, the law does not permit an annual leave of more than two months. In case the sick leaves of an employee exceed 20 days, the exceeding days will be allowed to be substituted for the annual leave. But this is done if the supervisor of the employee being sick accepts and agrees to it.¹

3. Personal Business Leaves

These leaves are given to meet the personal needs of employees during their service in the government.

Personal business leaves are granted to the public employees for a period of 20 days per year at full salary.² In giving personal business leaves the supervisors are completely responsible, according to law, to make themselves sure that the need of the employee for leave is justifiable.³ In practice, however, this assurance is not

1. Ibid., Art. 17 (b), p. 8.

2. Ibid., Art. 17 (a), p. 8.

3. Ibid., Art. 19, p. 9.

always obtainable. The mere receiving of a notice by a supervisor from a subordinate means that leave will be granted automatically.

4. Special Leaves

In addition to the forementioned leaves, a civil employee may be also given the following leaves:

- a. Marriage Leave: A period of 10 days is given as marriage leave at full salary for employee who gets married for the first time.¹
- b. Pilgrimage leave: According to the teaching of Islam, all muslims are supposed to travel to the holy land of Mecca. The law provides that an employee may be granted a leave for such an occasion by the permission and agreement of his supervisor. But such leaves are without any salary.²
- c. Medical treatment (abroad) leave: Any civil official who wants to undergo medical treatment outside the country may be granted medical treatment leave. In such instances the law provides that the employee should present reports from a medical center certifying the fact that he can not be treated in the country. If such employee has already taken his sick leave, he will be given half of his basic salary for a

1. Ibid., Art. 28, p. 12.

2. Ibid., Arts, 30, 31, pp.12-13.

period of six months provided that his medical treatment should be certified by the doctors concerned or any Afghan representative in the country where the treatment takes place. In case the employee can not present himself after six months, he will be substituted by another employee and on his return he has the right to be appointed to another position.¹

Holidays

In Afghanistan, all the public employees are on leave at full salary for a period of 22 days as holidays and 52 days as Fridays.²

The question of attendance and leave in Afghanistan is highly subject to critical comments. Absenteeism of employees is a major administrative problem in all the public agencies. A high rate of absenteeism leads to discontinuity in the functioning of administrative processes not only in the normal day-to-day routine work of a ministry but also in its relationship with other ministries. Much delay arises in preparing routine reports, analyses of data, and similar activities, and in transmitting these to other government agencies. Considerable time is wasted by persons having business in a public agency in trips to departments for consulting with officials and clerks who are not present in their offices. In addition, space is occupied by employees who are in reality only

1. Ibid.
2. Ibid., Art. 38, p. 16.

part-time employees; and thus lack of sufficient space is a problem in the individual ministries. It would be better to have fewer employees fully occupied than to have more employees working less than full-time in an irregular day-to-day fashion.

As far as my understanding is concerned, the overall absenteeism rate for employees from their regular offices is very high. Sixty days of the year are spent on leave for sickness, vacation, and personal business. Subtracting 74 days for Fridays and Holidays from 305 days, leaves 231 days available for work which are not sufficient.

To my opinion, the absenteeism rate for personal reasons is high. In actual practice the amount of time taken off from work is almost as much as the maximum time allowed. Of equal significance is the fact that the time so spent does not in itself give the full picture of the actual amount of interruption occurring in governmental administration since the time taken off from work for personal business purposes is taken in very irregular fashion. In other words, in the individual ministries the interruption to a smooth administrative system is much greater since leave taken is irregular and unplanned and does not permit easy replacement of employees.

In all the public agencies, a considerable number of employees sign the attendance registers in the morning to indicate their presence in the building and then leave the building for non-official purposes. To remedy the situation, I think, measure should be taken to make the maintenance of time and attendance records the responsibility of

each department within the individual ministries.

The final remark that I would like to make is that serious attention should be given by the Royal Government of Afghanistan to adopting a less lenient leave policy for employees. In view of Afghanistan's major development projects and the serious shortage of trained personnel, it would be an appropriate policy to consider a better utilization of available human resources.

At the end of this chapter, our conclusion is that the personnel system in Afghanistan is not familiar with the concept of position classification. The prevailing system is a rank system which believes in the rank and title of the individual rather than the position held. In this chapter we talked too much about the development of the number of ranks in the system together with the expansion of public activities. In the present system, there is a complete absence of a compensation scale based on position classification plan. Salaries are not paid on the basis of the quality and amount of work done. The rate of pay in Afghanistan has not been adequate. In 1954, a fifty percent increase in the rate of pay was brought about by the proposal of the Ministry of Finance and the approval of the parliament. The introduction of the First-Five-Year Plan in Afghanistan effected another increase of seventy five percent in the rate of salaries of public servants. In addition to basic salary, public employees also enjoy professional allowances, travel allowances, and overtime allowances. Furthermore, rewards and bonuses are awarded for performance of meritorious and devoted service. Public servants are also provided

with fringe benefits such as retirement allowances, sick leaves, annual leaves, personal business leaves, special leaves and holidays.

In the course of writing this chapter attempt has been made to analyze and evaluate the elements concerned with the theme of this chapter. Personal observation and comments are made on relevant points.

CHAPTER IV

PERSONNEL MACHINERY

A, Organization for Personnel Management

In Afghanistan there is a decentralized personnel administration. Each ministry has to handle its own personnel problems. Although a basic personnel law is available in the hands of personnel officers in all the individual ministries, yet in the application of such law variations may be noticed. There is no central agency to undertake the problems of recruitment and examination for all the Afghan government. Like other aspects of personnel administration, the establishment of an effective personnel organization, for the purpose of administrative efficiency, has not been given a serious attention. To evaluate the decentralized personnel administration in Afghanistan, we can find that such type of personnel organization has its own advantage as well as disadvantage. The advantage of a decentralized personnel organization is that responsibility for action is put in one official, namely, the director. It furthermore, due to unity of direction, facilitates the decision-making process and eliminates delay. The minister who is responsible for the general conduct of the ministry, will easily gain the support of the personnel agency, whose head is selected and appointed by him, in developing any personnel policy. Its disadvantage lies in the

fact that such organization promotes more political interference, and favoritism. It creates variations in the rules and regulations made in the individual ministries for the purpose of implementation of the basic personnel law. Decentralized personnel organization means multiplication of personnel problems and effort on the part of the government.

Generally speaking, in Afghanistan two units are responsible within each ministry for handling personnel issues:

1. Ministerial Committee for Personnel Problems.
2. Ministerial Personnel Division.

1. Ministerial Committee for Personnel Problems: Article 15 of the law dealing with the personnel machinery mentions the name of such Committee.¹ But no explanation of the functions of such Committee is found elsewhere in the laws governing personnel problems. Further information is obtained through interviewing with personnel heads of various ministries. In each ministry, the Committee is composed of the heads of bureaus presided by the minister. The Committee is supposed to focus its attention on the problems of appointments, transfers, promotions and retirements. Three reasons could be advanced behind the establishment of such Committee within a ministry. First, it limits the autonomy otherwise exercised by the personnel director. Second, it reduces the degree of favoritism and political interference with personnel policy. Third, the Committee

1. Royal Government of Afghanistan, Law for the Functions of Personnel Machinery, Kabul, Kabul Press, 1952, p. 5.

being composed of top administrators is in a better position to evaluate the consequences of its decision as to employee performance and employee morale. In practice, however, the decision-making process of the committee is slowed down by the necessity of group consideration. The members of the committee are affected by political considerations and family ties. Moreover, the members, inspite of their long administrative experience, lack the knowledge of modern personnel techniques and practices employed by modern personnel organizations.

The Committee meets only once or twice a year. The common practice is that a complete study of personnel problems such as transfer, promotion, and vacancies is made every year in October by the Personnel Division within each ministry. The result of this study is presented to the Committee for final consideration and decision. The Committee, after a check on each employee, determines the number of employees to be promoted. It further goes to decide upon the list of candidates to be newly appointed. Traditionally, it is maintained that transfers must be made between the employees in the centre and those in local branches. To my knowledge, the rationale behind this practice is that such movements not only provide a ground for public employees to gain different experiences under different working and social conditions, but also reduce the possibility of fraud and corruption on the part of public employees. Staying in one office for a long time means disinterestedness, dissatisfaction with the job done and consequently low morale. It

also means a better understanding of how to make use of one's position for the purpose of gaining wealth. In a corrupt society such transfers are considered to be inevitable not because they completely eradicate the root of corruption but because they help limit the range of possibilities for such corruption.

2. Ministerial Personnel Division: The location of this unit in the whole structure of the organization of a ministry differs from one ministry to another. In the ministries of education, commerce, public health and the press department, personnel Divisions are separate units directly supervised by the deputy ministers. In the ministries of finance and agriculture personnel Divisions exist as sub-units of the departments of administration. This variation stems from the fact that no provision is made in the personnel law concerning the location of personnel Division within each ministry.

Legally speaking, the Ministerial Personnel Division is responsible for carrying out the following functions:

a) Preparing and providing life registers or personnel history records for all the employees who are selected and appointed by the Prime Minister and other public authorities.¹ The Personnel Division is supposed to keep safe all the life registers and also insert in the life registers of public employees all the observations and comments made by superiors with regard to their subordinates.²

1. Ibid., Art. 1, p. 1.

2. Ibid., Arts. 4, 6, pp. 2-3.

b) Preparing a book with charts where a summary of the contents of the life registers of all employees within the ministry is registered. In case of transfer made from one ministry to another, the Personnel Division is responsible to confidentially send the employees' record to the ministry concerned.¹

c) Inserting in the life register of individual employee all the actions taken which affect the employment status with respect to promotion, transfer, dismissal, rewards and punishment.

d) Taking measures for recruiting candidates to fill the vacancies appear in the ministry concerned.

e) Continuously studying the records of employees for the purpose of setting up a list of those entitled to promotion, transfer and retirement. The list supported by full information about each employee is submitted to the Ministerial Personnel Committee for final consideration. The Personnel Division is also responsible to inform the budget officer of new appointments, dismissals, transfers and promotions. It is the responsibility of the Personnel Division to ask all the department heads of the ministry periodically to give to the Division full information about matters affecting officials. In case employees are dismissed or discharged because of abandonment of position or through layoff, the Personnel Division is supposed to prepare a document called "certifying letter". The certifying letter, having the signature of the minister concerned, shows the reasons of separation from the service and also the employee's

1. Ibid., Arts. 9, 10, p. 4.

capability in meeting his duties and responsibilities.¹ To my knowledge, this practice is highly subject to critical comment. Since the certifying letter greatly determines the opportunity for future employment, therefore, corruption and favoritism are likely to come into play. The Personnel Division, in fact, has no standard on the basis of which to evaluate the dismissed employee objectively. A good employee may be given a poor certifying letter while an employee of low caliber due to his close relationship with the Personnel Director might be given a strong certifying letter which might result in providing the employee with firm ground for new employment.

The Personnel Division is usually comprised of the following staff:

1. Personnel Director.
2. Senior and Junior Clerks.

3. Typist who is simply responsible for typing matters referred to him by the clerks. No personnel technician are found in any Personnel Divisions in the various individual ministries. This is due to the lack of attention given to the significance of the role of public personnel administration. Again, this is the direct result of the existence of a small number of educated people in the country. No attempt has been made to give training courses in personnel or any other aspect of administration. The whole system of personnel administration is shaped by old and outdated techniques and practices.

1. Ibid., Arts. 15, 18, pp. 6-7.

B. Ministry Personnel Records

In carrying out their responsibilities, Personnel Divisions of individual ministries employ certain tools of personnel management which are essential to their operations. For each individual employee a file is provided in which all employee records, forms and other relevant official documents are kept. The most important among them are life registers and promotion forms which we discussed in detail in chapter two. The point that deserves mentioning here is the fact that no list, table or file is usually arranged in alphabetical order for the purpose of facilitating reference to topics, names, objects, and places. It takes much time to find out where the required file or the needed record is placed. This means that improper handling of records and inadequate filing system in Personnel Divisions of individual ministries give rise to inefficiency.

Recently, the United States Operation Mission (U.S.O.M.) has established a Public Administration Service as a part of its technical assistance for the purpose of bringing improvement and reform in the Public Administration of the Afghan government. The Public Administration Service has already started its work in the Ministry of Finance. The team, after inquiring into the Personnel Management tools, recommended certain improvements in the present system of personnel records. In a special report dated June 25, 1959, the team expressed its regret for the inadequacy of the personnel records and recording procedures. Because of the importance of having complete and current information on all employees at all

times, the team has proposed the introduction of a modern recording and filing system. While conducting an interview with the head of PAS/USOM in Afghanistan, I was told that the proposed records and records keeping system would be established and applied first in the Ministry of Finance and then in other ministries as a part of administrative improvement program.

The proposal centres around three basic records:¹

1. Personal History Record.
2. Personnel Action Document.
3. Personnel Record Card.

For the purpose of better understanding, a brief explanation of the above records is attempted below:

1. Personal History Record: A copy of this record is demonstrated in Form I.

FORM I

MINISTRY OF FINANCE

Royal Government of Afghanistan

PERSONAL HISTORY RECORD

=====
INSTRUCTIONS: Answer all questions using pen and ink or typewriter
=====

1. Name	2. Name of Father			
3. Place of Birth			4. Date of Birth	5. Identity Card No. and Place of Issue
6. Present Residence				Photograph

=====
1. Public Administration Service of USOM, Special Report Number 20 on Ministry Personnel Records, Kabul, 1959, p. 2.

FORM I -Continued

7. Military Service: Describe Military Service (Dates, rank, type of service. If none, explain why.)

Yes

No

FAMILY STATUS

8. Married 9. Names and Ages of Children 10. Other Dependents

Married

Unmarried

11. Father Age Present Employment

Living

Deceased

12. Employed Family Members (Brothers and Sons)

<u>Name</u>	<u>Relationship</u>	<u>Position and Place of Employment</u>
-----	-----	-----
-----	-----	-----
-----	-----	-----

13. Financial Status of Applicant: (List land and property owned, savings, income and debts)

14. EDUCATION

<u>Names and Locations of Schools</u>	<u>Dates Attended</u>		<u>Major Subjects</u>	<u>Degree of Certificate</u>
	<u>From</u>	<u>To</u>		
-----	-----	-----	-----	-----
-----	-----	-----	-----	-----
-----	-----	-----	-----	-----

Describe any Specialized Training Courses Taken or Individual Study Pursued:

FORM I - Continued

15. EMPLOYMENT RECORD

Present or Last Employment

Dates of Employment Starting Position Title Starting Salary

From: To:

Employer Final Position Title Final Salary

Name of Supervisor Duties Performed

Reason for Leaving

Employment Before Present or Last

Dates of Employment Starting Position Title Starting Salary

From: To:

Employer Final Position Title Final Salary

Names of Supervisor Duties Performed

Reason for Leaving

Employment Previous to Above

Dates of Employment Starting Position Title Starting Salary

From: To:

Employer Final Position Title Final Salary

FORM I - Continued

 Name of Supervisor Duties Performed

 Reason for Leaving

 Summarize all Other Employment Previous to Above (Number of Years of
 Each Type of Experience)

 16. REFERENCES

Give Names, Positions and Addresses of Three Persons Who Have Known
 You for More Than Five Years and Can Certify as to Your Character.

Name	Position	Present Address
-----	-----	-----
-----	-----	-----
-----	-----	-----

 17. FOREIGN TRAVEL AND LANGUAGES

Countries Visited	Length of Visit	Language	Speak	Read	Write
			Yes	Yes	Yes
			No	No	No
			Yes	Yes	Yes
			No	No	No
			Yes	Yes	Yes
			No	No	No
			Yes	Yes	Yes
			No	No	No

 18. Indicate Kind of Work or Position in Which You Are Interested

FORM I - Continued

=====

19. Special Remarks (You may make any remarks you feel are necessary to further describe your qualifications or interests, such as articles published, awards received, etc.)

=====

20. I Certify That to the Best of My Knowledge the Above Information is True and Complete.

_____ Date
Signature

=====

DO NOT WRITE BELOW THIS LINE

=====

Remarks of Ministry Officials

Personnel Office

Other

(Use Reverse Side of this Page if More Space Needed)

The above mentioned record contains all the essential information a ministry needs to know about an employee's background,

education, and experience at the time of his appointment. It serves both as an application required by the top administrator to decide whether or not to appoint the applicant. This record is useful throughout the period of service of an employee in deciding upon promotions and other personnel actions, determining eligibility for special training, and similar purposes.¹

This record is prepared in one copy by every candidate for employment at the time of his applying for public service. It may be prepared by the Personnel Division from information personally given by the applicant. In every case, the form must be completed and submitted to the Personnel Division before appointment can be made. Each of the present employees of a ministry should be required to fill a copy of the form so that the Personnel Division records will be complete.²

The applicant or employee provides all of the required information down to the item calling for his signature, and sign in the space provided. The final section is reserved for remarks by the Personnel Division, Department Head, Minister and other officials.

After being completed and signed by the applicant or employee, the form is submitted to the Personnel Division where the following procedure is followed:³

-
1. Ibid., p. 4.
 2. Ibid.
 3. Ibid., p. 5.

1. On the basis of his education and experience the Personnel Division determines the type and rank of position for which the applicant is qualified, and records this information in the space below the signature.

2. If there is a vacant position for which the applicant is qualified, the form is sent to the Director-General of the department in which the vacancy exists for his review and recommendation. If he wishes to recommend the person for appointment, a Personnel Action Document (explained later) is initiated and this form attached to it for the information of the minister or other appointing authority.

3. If no position is available or the applicant is not employed at this time, the record is filed in the "Applicant's File" for consideration at the time when vacancies occur.

The personal History Record of every employee is to be kept in his individual folder in the Personnel Division, for use by authorized persons in considering or taking any actions affecting the employee during his employment in the ministry concerned.

The items included in this form are nothing but taken completely from the "life register" which is still in use in the individual ministries. The reader can refer to chapter two and find a good detailed explanation of the "life register". To my best knowledge, the advantage of the proposed Personal History Record over "life register" lies in the fact that it is more refined and technical. It has reduced to a minimum degree the number of pages and space taken

by the "life register". The life register comprises of 36 pages while the proposed Personal History Record contains not more than three pages. It has eliminated to a great extent the tendency of applicants to answer questions in detail but often without any sense.

Looking into the items contained in the proposed Personal History Record, one can find certain items or questions which are not necessary. On page one of this form an employee is asked to express his financial status. To my opinion, the rationale behind this item is to prevent employees from abusing the public service for the purpose of gaining wealth. In other words, it is intended to provide a basis for having evidence, in the event of an employee-trial, as to his level of financial status. To me, this may be true in theory. In Afghanistan, it does not work in practice. An employee may justify the rise of his financial status by enumerating other factors which can play important role in gaining wealth. Furthermore, so far as my experience with the Afghan public service is concerned, no employee has been tried on the basis of his financial status. We must not forget, moreover, the fact that the employee does not always give true answer to this question. He gives this information according to his understanding and interpretation of the reason for the inclusion of this item. A poor employee might think that his poverty might affect his employment in the service. Thus he tends to deviate from reality and give such an answer to show that he is rich.

2. Personnel Action Document: A copy of this is shown in

Form 2.

FORM II

ROYAL GOVERNMENT OF AFGHANISTAN
MINISTRY OF FINANCE
PERSONNEL ACTION DOCUMENT

Form P-2

1.
Action No.

2. Name of Employee: Son of: 3. Employee Number 4. Effective Date

5. Type of Personnel Action:

New Appointment	Salary Adjustment	Reward
Transfer	Extended Leave	Separation
Promotion	Discipline	Retirement
		Other: _____

6. FROM

7. TO

Position Title

Position Rank

Personal Rank
and Salary

Department

Division

Headquarters

8. Remarks:

FORM II - Continued

9. Recommended by (Signature and Title):	Date:
10. Certified by Personnel Director:	Date:
11. Certified by Agency Budget Officer:	Date:
12. Approved by (Authorized Signature):	Date:

PERSONNEL ACTION DOCUMENT

The above form is prepared whenever an action is taken which affects the employment status of any employee. This is the official document which records the action and establishes the conditions of employment with a ministry. It is to be used in the following cases:¹

- a. New appointment.
- b. Transfer between positions within a ministry or between one ministry and another.
- c. Promotion to a higher ranking position.
- d. Disciplinary action such as a demotion to a lower rank position, suspension, reduction in salary, or a fine in excess of five day's salary.
- e. Special rewards for unusual service.
- f. Separation from employment, whether voluntary or involuntary.

1. Ibid., p. 6.

- g. Retirement with pension because of disability, age, or length of service.
- h. Extended leave of more than sixty days, as for military service, foreign scholarship, or illness.

The form is prepared in the department proposing the action or in the Personnel Division if the action is ordered by the Minister, Deputy Minister or Director-General of Administration. The Director-General of the department proposing the action may request the Personnel Division to prepare the form for him to better assure the accuracy of the information. The Personnel Division is responsible for reviewing all of the information on the forms submitted from other departments, to make certain that it is complete and accurate, and that the proposed action is not contrary to existing laws and regulations. In the case of new appointments, promotions and transfers, the Personnel Division must make sure that the position to be taken by the employee is authorized in the budget and is not presently occupied.

This form is prepared in five copies. The original and three copies are submitted to the Director of the Personnel Division, and the last copy is retained in the department proposing the action. The Personnel Division distributes, then, the completed forms as follows:

Original: Retained in the Personnel Division and filed in the employee's folder.

1st copy : To the Accounting Department.

2nd copy : To the department in which the employee will work.

3rd copy : To the employee.

The action will become effective on the date shown under item (4) or on the date of approval under item (12) of the Personnel Action Document, whichever is later.

To my opinion, the value and advantage of the Personnel Action Document rests with the fact that it has reduced the time and effort of not only the Personnel Division but also the departments which propose for any action changing the employment status of the public service. The present practice in the individual ministries is that such actions are taken through exchange of correspondences. Each letter is, first, drafted and taken to the head of the division or bureau for correction, approval and signature. Then, it is typed and again taken for the signature of the Director General concerned. Four or five letters of such type are written, typed and officially sent to departments or persons concerned. It has eliminated the possibility of mistakes and also promoted uniformity and standardization in initiating documents dealing with personnel action. Since the Personnel Action Document is always attached with the Personal History Record of the employee, it, therefore, gives the supervisor or the head of the department, where the employee works or is going to be appointed, a good picture of the employee's background. In short, the Personnel Action Document will help the administration of each ministry in promoting efficiency, and improvement of correspondence.

3. Personnel Record Card: A copy of this card is shown in Form 3.

FORM III

ROYAL GOVERNMENT OF AFGHANISTAN
MINISTRY OF FINANCE
PERSONNEL RECORD CARD

1. The Action No.	2. Effective Date
-------------------	-------------------

3. Type of Personnel Action:

- a. _____
- b. _____
- c. _____
- d. _____
- e. _____
- f. _____

4. Title of the Present Position	_____
5. Rank of the Present Position	_____
6. Personal Rank	_____
7. Personal Salary	_____
8. Gross Monthly Salary	_____

9. Name of the Employee	10. Employee Number
-------------------------	---------------------

The above Record Card is a convenient summary record of all the actions taken affecting the status of each employee of the

ministry. It shows at all times his present position, rank, salary and place of employment.

The card is prepared in the Personnel Division at the time of first appointment. Each time an action is taken which changes the position, rank or salary, the information is recorded from the completed Personnel Action Document before it is filed. The first action is entered on the top line of the card and each subsequent action on the next unused line below. The information recorded under each column is as follows:¹

Number and Date: The action number, taken from item 1, and the effective date of the action, taken from item 4 or item 12, whichever is later, of the Personnel Action Document.

Type of Action: Appointment, promotion, transfer, salary increase, separation, or whatever kind of action is taken.

Position, Title and Rank: The title and rank of the new position.

Place of Work: The department or office in which the employee will work.

Personal Rank and Salary: The personal rank and gross monthly salary of the employee. On the bottom line are posted the name of the employee and his number. This line can be seen and read without lifting the card in the file cabinet.

The cards for all ministry personnel are filed in the Personnel Division in a special card cabinet which permits recording new information without removing the card from the cabinet. They are

1. Ibid., p. 9.

filed in alphabetical order and are never to be taken from the Personnel Division. When an employee leaves the ministry, through separation, transfer, or death, his card is removed from the current cabinet and placed in an inactive file, where it serves as an index to the individual folder, which is also placed in an inactive file.¹

To my opinion, this Personnel Record Card helps the Personnel Division to find quick reference not only to present status of all employees working in the ministry but also to all actions which have affected their status during their employment. In addition to providing essential information on the status of each employee for easy identification and reference, the card file serves as an index to the individual file folders which are filed in employee-number order.

At the end of this proposed records system one critical comment should be made. The team has failed to stress the need for training employees who would be able to handle records and files. The recommendations are meaningless if they are not put smoothly into effect by units or employees concerned.

To conclude this chapter, we can say that the Personnel Administration in Afghanistan is decentralized. In each ministry there are two units dealing with personnel problems. The Ministerial Committee for personnel problems and the Personnel Division. Final decisions on personnel problems such as promotions, appointments, transfers and dismissals are taken within each ministry by the Ministerial Committee. The Personnel Division is responsible for

1. Ibid., p. 10.

implementation of personnel law and handling of personnel records and filing systems.

Attempt has been made to evaluate the present recording system in Afghanistan. Finally, we have discussed the personnel record system proposed by the United States Operation Mission in Afghanistan.

CHAPTER V

EMPLOYEE'S BEHAVIOR AND DISCIPLINARY ACTION

A. Duties and Responsibilities of Employees

1. Trends in Modern Bureaucracies; This chapter deals with the conduct of public employees inside and outside the public service. It, furthermore, gives a comprehensive view of disciplinary action. In the first part of this chapter the writer tries to discuss certain generalizations derived from a study of some modern bureaucracies and public personnel theories. In the light of such generalizations we will attempt to give a good picture of employee conduct in the Afghan public service. This will help us know to what extent the Afghan public system departs from the general trends in modern bureaucracies.

Before we delineate the trends in modern bureaucracies, one point deserves mentioning that an employee in a public or private organization is considered to be a part of a workgroup. As such, he is supposed to function for the group and must share much of the information and contribution needed for the achievement of the purpose toward which the organization strives.¹ It follows that the success and failure of an organization have direct relation with the activities and behaviours of the individuals working within that organization. As such, it is the function of the organization to

1. Fritz Morstein Mark, The Administrative State, The University of Chicago Press, Illinois, 1957, p. 93.

motivate and indoctrinate its members to behave in such a way as to contribute to the realization of the organization's objective.

In the following an attempt is made to give a brief picture of trends in modern bureaucracies with respect to employee's duties and responsibilities.

a. Money-Making Activities: In all jurisdictions it is agreed that a public official must not involve himself in money-making activities such as speculation, betting, and gambling. His investment should be based either on the savings from his pay or on the independent means owned by him or his wife. He should always have his mind on his position and refrain from using his official activities as means for economic benefits.¹ In the United States of America the Personnel Law provides that "... no contribution may be made from private sources toward his salary. Without authority he may not release officially received confidential information or use it privately. He may not ask or accept any money, clock promise, or gratuity with the intent to have his action on any question before him influenced by it. Finally, he may not engage in business activities that are incompatible with the duties of his office. He can not allow his public duties to be neglected by reason of attention to his private affairs."²

An employee is prohibited from outside employment because of the fact that it may interfere with the good and satisfactory

1. Ibid., p. 98.

2. Ibid., p. 126.

performance of his official duties or it might adversely affect the public interest.¹

b. Responsiveness and Loyalty: From the standpoint of responsive administration, labor's Clement Attlee made the following observations in 1954:

"The first thing a minister finds on entering office is that he can depend absolutely on the loyalty of his staff... The second thing that he will discover is that the civil servant is prepared to put up every possible objection to his policy." 2

Thus a responsive administration is supposed to be (1) loyal to the political majority (2) raise no objection to the policy laid down.

A public servant will lose the public confidence if he remains indifferent as well as inept as to specific issues which are neither governed by legislation or by instructions. In such instances, he must endeavor to solve the problems faced with the guidance of a professional point of view and a sense of public ethics or public interest.³ In the words of professor J. Donald Kingsley the responsibility of a public servant today "is to be sought, not in the presumed and largely fictitious impartiality of the officials, but in the strength of their commitment to the purposes that the state is undertaking... They will not remain indifferent when confronted with matters of real importance."⁴

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1. William G. Torpey, op.cit., p. 282.
 2. Fritz Morstein Marx, op.cit., p. 131.
 3. Ibid., p. 130.
 4. Robert K. Merton, Reader in Bureaucracy, The Free Press, Glencoe, Illinois, 1952, p. 219.

To Morstein Marx, a civil servant in a democracy must challenge from technical standpoint the basis or the utility of a proposed decision. But in doing so he must evaluate the decision from the following two points of view:

1. What decision ought to be taken in the light of one's best knowledge.
2. What is the political value of the decision made.¹

This means that the technical recommendations of the public servants should be fully fitted into the basic political frame of reference in which the political majority operates.

In case of any disagreement between a public employee and a political head of a department, a minister, the authors of Dardanellers Report are of the following opinion:

"It is the duty of the official not to resign but to state fully to the head of his department, and should any proper occasion arise, to other members of the ministry, what is the nature of his views. Then, if after due consideration, those views are overruled, he should do his best to carry out the policy of the government even although he may not be in personal agreement with it." 2

c. Employee Organization: In modern states, the general tendency on the part of the civil servants is to organize their efforts for the purpose of promoting their self-interests. There is no standard form of employee organization.³ The growth of civil service unionism has taken a course of caution and moderation. It

1. Robert K. Merton, op.cit., p. 219.

2. William G. Torpy, op.cit., p. 268.

3.

has not developed into such a size as to become ungovernable. Several reasons could be given for this. First, the civil service claims to be an instrument in the hands of government for rendering service to the public. Second, civil service has always been aware of the obvious limitation set to collective bargaining with the sovereign employer. Third, civil service tends to seek the support of the public as an indispensable factor in effecting improvement in the conditions of government employment.¹

d. Strike in Public Service: There is a great trend toward the view which holds that civil servants should not be given the right to strike. The proponents of this view maintain that any strike by civil servants is considered as strike against the sovereign state. The state represents the public as a whole. Moreover, the main important reason which is advanced by such group is that a strike would bring direct and immediate danger to the public interest. Thus strike should be prohibited not because of the status of employer but because of its consequence upon the public interest. Maintenance of public order and individual security, the protection of property against destruction by fire, and the maintenance of such urban utilities as water or electricity are the illustrations of primary public interests which would be impaired by a strike.² Another point which is added to these arguments is that the state represents the public interest, and the conditions of employment are decided upon by

1. Fritz Morstein Marx, op.cit., p. 106.

2. Leonard D. White, "Strikes in the Public Service," Public Personnel Review Vol. 10, 1949, pp. 6-7.

legislative body which is, in turn, considered to be the ultimate authority in a democracy. Another group maintains that the conditions of public employment are directly related to the public interest. To rectify such conditions, public employees should be given the right to bring the matter to the consideration of the state through channels of public discussion. Such measure will not allow the unfair conditions to prevail in the community. The advocates of this policy, moreover, assert that conditions of bad employment may prevail in both private and public services. Arbitrary, dictatorial, bad-tempered and unfair supervisors are found in an industry as well as in a public office. Bad management adversely affects morale, reduces efficiency and results in sabotage. Finally it leads to a situation from which the public interest suffers.¹

e. Political Activities: It is generally stated that civil servants should be barred from political activities for the purpose of general public interests. In other words, civil servants should show an attitude of impartiality toward the clashing ideologies and philosophies of various political parties. The reason behind such view is found in the fact that politics may ruin bureaucracy as an instrument of the government in power. It is maintained that in a democracy civil servant should be in a position to implement the decision of the party in power. His belongingness to any political party may impair the concept of impartiality.² Fritz Morstein Marx holds that political parties not only permeate various aspects of

1. Ibid., p. 8.

2. David M. Levitan, "The Neutrality of the Public Service," Public Personnel Review, Vol. 2, 1942.

personnel administration, such as recruitment, selection, appointment, placement, and transfers, but also exert their influence over individual civil servants to respond to their demands.¹ Thus the logical consequence of political activities or permeation of politics into administration is favoritism at the expense of efficiency.

By political activities to be avoided by civil servants we mean such action as acquiring membership on political committees, rendering service as a manager of party affairs, campaigning for a party and becoming a candidate for public office while the civil servant remains in his office. In many jurisdictions, public employees are prohibited from the above mentioned action while enjoying the right as citizens to express their opinions on all political issues and to vote.²

2. Trends in the Afghan Public Service: In Afghanistan two sources deal with duties and responsibilities of civil servants. One is the constitution and the other is the personnel law. The constitution provides that all employees should obey their supervisors subject to the provisions of rules and regulations in force. Moreover, it provides that superiors and subordinates should not issue orders which are not in conformity with the regulations. In case a subordinate is ordered to take certain measures which are against the prevailing laws and regulations, it is the responsibility of the subordinate to report to his minister or the prime minister

1. Fritz Morstein Marx, op.cit., p. 144.

2. William G. Torpey, op.cit., p. 273.

before he takes action. A public servant is responsible for carrying out his duties according to the provisions laid down in the regulation on the subject.¹

Several comments can be made on the above constitutional provisions. From the administrative point of view, one can conclude that the constitution of Afghanistan believes in unity of command and authority as being essential in an administrative situation. Moreover, it seems that the constitution believes that (1) a limit to a supervisor's order is imperative (2) subordinates must challenge the illegality of an order issued. To my opinion, this is true in theory. In practice, the superior-subordinate relationship is authoritative. Supervisors exert absolute authority over their subordinates. The provision that subordinate should report, in the event of receiving orders inconsistent with prevailing laws and regulations, to the minister concerned or the prime minister is highly theoretical. In practice, this would not be put into effect for several reasons. First, a subordinate, being highly obedient toward his supervisor, will be afraid of any possible adverse consequences of his measure. Second, he does not have an easy and free access to the minister concerned. This possibility is further reduced to a minimum when the subordinate wishes to bring his complaint to the consideration of the prime minister. Third, granted that the subordinate has an access to the minister, he still would not

1. Hellen, Miller Davis, op.cit., Arts.85,86, p. 15.

be able to prove his point of view since supervisors who give orders against laws, tend to issue them orally. In such instances, of course, they would not give their orders in writing. According to professor Rahhal the most important criticism of the duty of subordinate to appeal illegal orders is the fact that subordinates are not in a position to appraise the legality of an order. They have no sufficient legal knowledge. From the above argument, one should not conclude that superiors are always having the tendency to violate laws and regulations. They, of course, will be held responsible for their actions. My point is that the success of subordinate, in practice, to bring the violation of any laws into consideration of the minister concerned or the prime minister is highly doubtful.

The personnel law does not deal directly with duties and responsibilities of public employees. One may infer such duties from the section devoted to the disciplining of public employees. Accordingly, a public employee is required to be attentive in the performance of his duty. He is prohibited to engage himself repeatedly in talks with people who are not involved in any official work. He is supposed to be friendly with his official fellows during the performance of his duty in the public service. He must not involve himself in gambling, intoxicating drinks and any other activities that are hated and despised by the community.¹

As regard to the practical value of the above provisions a few remarks can be made. To my best knowledge an employee

1. Royal Government of Afghanistan, Law for Appointment, Promotion and Retirement of Civil Officials in Afghanistan, op.cit., Arts. 87, 91, p. 26 and 28.

may become attentive or careful in the performance of his duty when (1) fair and attractive working conditions exist, (2) intelligent supervision is exercised, (3) personal problems are tackled. In Afghanistan, especially in the public departments and agencies, none of the above conditions is met. An employee is usually loaded with personal problems. No human relations program ever exists to deal with employees' problems. Supervisors are not familiar with the techniques used for encouraging employees to perform their work attentively. Some of them are mere authoritative, others are unfamiliar with the subject-matter of their duties. A good number of supervisors tend to rely on their subordinates in carrying out their own responsibilities. Above all, the supervisors are so involved in their own personal problems that they have no time to think of their subordinates or of the efficiency of their offices. In such a state of affairs it is hard for employees to be careful as the law commands.

Other provisions of the personnel law with respect to employee's behavior are also subject to critical comments. An employee may not avoid the coming and visiting of people in his office. He is human being. He may have his own friends and relatives. Pressing problems may force his immediate friends or relatives to see him now and then. According to my experience and observation, in all offices employees are found who periodically have visitors. Visitors are usually supplied with tea, light drinks and sometimes luncheon meal. Moreover, it is not an uncommon practice that a

supervisor asks his subordinate to go out of the office and look for a delicious luncheon meal to be served for his visitors or guests. The people believe that hospitality is one of the important characteristics of Afghans. As such, any persons visiting them are welcomed.

Friendly relations among employees within the public offices are doubtful. Most employees have not received high education. They are not emotionally mature. They try to pass a mistake made to others. Every one is boasting of his own effort and ability in the performance of his work and at the same time blaming others for their inefficient and dishonest work. There is a great tendency on the part of public employees not to cooperate with one another. Every one feels a responsibility for the performance of his own work. Beyond the framework of his duty, he is not ready to render a service. Because of the individualistic characteristics of Afghan people, collective effort does not usually appeal to their minds. A small clash or conflict of opinion between two employees might result in hostility. This means that such attitude on the part of employees may undermine a good administrative organization.

The restriction imposed on drinking and gambling needs certain considerations. To my understanding, the intention of the law has been (1) to adhere to the teaching of Islam which holds that such actions tend to breed social problems for the community (2) to prohibit the public service from being spoiled. A drunk public

employee may abuse his authority, harm the public interest, disclose the secret of office, mistreat his fellow employees, and so forth. Likewise a gambler might not gain public confidence. Losing or winning of a game affects his attention and his performance. In the event of losing a game, he might tend to employ possible means for compensating his loss through making money in the public service. This leads to bribery, forgery and fraud. Thus, the main rationale behind the ban imposed upon drinking and gambling is to prevent public employees from harming the public interest. In practice, due to strong domination of religion, most of the public employees do not practice gambling and drinking. However, a small emerging educated class does drink and gamble. This class, being affected by western culture, usually holds secret drinking parties at weekends. Gambling is exercised as an amusement.

The personnel law provides that a public employee has no right to render any service to any foreign states or institutions unless he is permitted to do so. He will be held responsible for disclosing the content of any confidential document relating to the public service. He has no right to abandon the public service without any reasonable excuse. He is prohibited from bribery, forgery, theft, sabotage and perjury.¹

In practice, the public employees, as a matter of fact, have little to do with foreign states or institutions. They are carefully watched by the police department. There are, however,

1. Ibid., Arts. 90,91, p. 28.

a good number of public employees who leave the public service and serve for the United Nations and other foreign institutions. Although they have no security of tenure in such institutions, yet they are greatly satisfied with the high salary paid to them. Furthermore, there are instances where public employees are employed in foreign embassies to teach the national language of Afghanistan. But in all of such cases government permission is usually taken.

Although bribery, and forgery are forbidden by law, yet in practice both are exercised. To my evaluation, the public service of Afghanistan is highly characterized by bribery. Bribery is deep rooted in the culture of the society. Moreover, it has been said that the present financial situation of the government, which can not provide the public employees with a minimum subsistence pay, is responsible for the prevailing of bribery. Bribery is so much spread among the civil servants that the present government with all its efforts has failed to prevent it.

Finally, public employee is required by law to understand that public service is a dignified job and is in the interest of the nation. Thus he must not commit any actions which impair the prestige involved in public service. He must perform his assigned official duty on time and must not get out of the office before the official hours. To conform with the principle of hierarchy, he is required to obey and respect his superior within and outside the service. His behaviors toward his subordinates are supposed to be respectable. The secret of the office must remain intact. He would be held

responsible if he employs public messengers for private purposes during official hours. He is prohibited from direct business activity. He must treat the citizens respectfully.¹

Now, let us see in practice to what extent these provisions are conformed with. We mentioned in the above paragraphs that bribery and inefficiency are the important characteristics of the Afghan public service. This means that prestige of public service is impaired. One should not lose sight of the fact that whenever a public servant in Afghanistan takes a measure where his own interest is involved, he usually pays little attention to the myth that "public service is a dignified job". Supervisors are almost respected and obeyed within and outside the service by their subordinates. Public messengers or office boys are mostly employed especially by superiors for private purposes. This means that communication of official letters and document is delayed. Employee's behaviors toward citizens visiting the public offices differ from one office to another. Generally speaking, according to my observation they are not polite. In several instances inspite of the fact that bribes are taken and delays occur no service is rendered to the individual concerned.

In Afghanistan there is a complete absence of political parties, trade unions, and pressure groups. To the bulk of the masses the above institutions are totally unknown. Politically, the bulk

1: Ibid., Arts. 87,88, 89, 90, pp. 26-27.

of the masses are extremely passive. This is the result of the fact that most of the people are illiterate with an extremely limited mentality. The passive attitude of the people coupled with inadequacy of means of communication has resulted in the fact that many members of the community have never been outside of their home districts. Few people participate in local elections for the local and National Councils. Nevertheless, there are some groups which exert political power. These groups may be identified as members of Royal families, the Loya Jirga (grand meeting of people's representatives summoned by the king to vote for certain important policies which the government may wish to carry) and tribal leaders. In short, one can say that the major aspects of the Afghan political life and administration are imbued with tribal politics. This means that many aspects of western political dynamics are foreign to the Afghan society.

In the constitution of Afghanistan no mention is made regarding the possible existence of political parties or political organization. In the words of Mr. Wilber "the common western freedoms of speech, press assembly, association, the exercise of different religious practices, and the protection from arbitrary power of the executive and judicial branches of the government are not yet enjoyed by Afghan citizens".¹ As far as my understanding is concerned, we should not, however, forget that in a country where 90 per cent

1. Donald N. Wilber, op.cit., p. 86.

of the population are illetrate and most of them are living a tribal and pastoral life, political freedom and political activity do not have any meaning. We believe in democracy. But to actualize democracy certain conditions are to be met. Social order must be established. A good system of communication must be developed. People must be taught to know their rights and duties. A sense of unity, by setting up a common goal, must be fostered on the part of the citizens. It is the task of education to develop in the people a discipline of mind that could settle political problems and disputes peacefully. After these conditions are fulfilled, we believe that the nation would benefit from political freedom and political organization. This is also the belief held by the present Afghan government. The government is of the opinion that, first of all, it is necessary to introduce social and economic reforms into the country. The next step would be taken toward political reform. In a recent speech, the prime minister Sardar Mohammad Da'ud addressed a class of intellectuals of the Kabul university and said: "We believe that no movement will take place unless social reform is brought to the country. Political movements will come after the country is socially reformed. This is why the government has directed its attention to social reform. It is the intention of the government to raise up the living standards of the people."¹

To come to our main point, we can say that public employees are not to associate with any group, if any, which are considered

1. A.A. Babury, "The Young Prime Minister Among Youths," Kabul University News, January 1, 1960, pp. 20-21.

to be power representing institutions. In the present stage, no means is provided through which the civil servants could promote their self-interests and bring the issues affecting them to the attention of the government. The concept of strike, likewise, does not appeal to the minds and understanding of the public employees in Afghanistan.

Nevertheless, public servants enjoy the right to vote. This is the result of the electoral law providing for universal male suffrage. They have the right to be elected as members of parliament. But before they start campaigning for themselves they have to resign from their official positions.¹ After their service is rendered in the parliament, they have the right to reenter into the public service. But it is not necessary for them to hold their previous positions.²

B. Disciplinary Action:

"No organization is so perfect, so executive so ingenious, no personnel system so infallible that any of them can continuously avoid some measures of punishment for wrongful behavior or poor performance of employees."³

Thus disciplinary action is something indispensable in all organizations. By disciplinary action we mean certain administrative and judicial measures taken to rectify or prevent employee's misbehavior.

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1. Helen Davis, op. cit., p. 19.
 2. Royal Government of Afghanistan, Law for Appointment, Promotion, and Retirement of Civil Officials op. cit., Art. 16, p. 8.
 3. O. Glenn Stahl, op. cit., p. 451

In other words, disciplinary action refer to some penalties imposed upon the members of an organization when they act against the established rules and regulations. Needless to say that everywhere and at all times some men are dishonest. People everywhere are found who are not behaving in accordance with the set of rules and regulations laid down for the survival of the organization concerned. What varies among the organizations established in different cultures and environments is the kind and magnitude of unacceptable official conduct. Expressed broadly, the form and extend of unethical and illegal behavior of the public official are to a great extent a function of the ethical standards and values of the general population at a particular time and place. Thus, everywhere the need is felt for controlling or checking the misconduct of the members of an organization. It is believed that to control unacceptable conduct of employees, the device of disciplinary action is useful and necessary. The rationale behind such device is that penalties imposed tend to deter people from doing wrongful acts. Viewed from this angle, disciplinary action is considered as a negative approach to prevent wrongdoing.

An important point to be taken into account in this connection is the widely recognized fact that self-discipline is the most effective means of control over employee's behavior. This view holds that disciplinary action does not remedy the situation fully. According to this view, employees should be developed in such a way as to show a conscious respect to ethical rules of conduct. What is right or

what is wrong is not the problem. What is wanted is to develop a conscious will in the people to act rightfully. In the words of Fritz Morstein Marx, "The maturity of the civil service and hence its ultimate efficiency depend primarily on the degree to which the individual civil servant is guided by an appreciation of the basic rules that must govern his conduct."¹ Self discipline appears when an employee willingly and wholeheartedly behaves in accordance with the code of ethics and established rules. What is required "is a tradition rather than a law."² To develop such self control over employees, however, is not an easy and hasty task. It is a question which is rooted deeply in the long established tradition of the public service.³

Recently, there has been a tendency toward a more positive approach to discipline. Based on psychological points of view, this approach holds that discipline is a function of morale. The higher the morale the more disciplined the employees within an organization. Leonard D. White has defined morale as "both as an index of a sound employment situation and a positive means of building an efficient organization. It reflects a social-psychological situation, a state of mind in which men and women voluntarily seek to develop and apply their full powers to the task upon which they are engaged, by reason of the intellectual or moral satisfaction which they derive from their own self-realization, their achievements in their chosen field, and

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1. Fritz Morstein Marx, op. cit., p. 133.
 2. Norman John Powell, op. cit., p. 125.
 3. Fredrick T. Bent, Public Personnel Administration, in-service training lectures, PSPA, A.U.B., Beirut, 1955, p. 108.

their pride in the service."¹ To Alexander Leighton morale "is the capacity of a group of people to pull together persistently and consistently in pursuit of a common purpose."² High or low morale depends on a complex combination of factors that make people do or fail to do according to the expectations of an organization. The factors that are conducive to high or low morale rest upon economic, psychological and social incentives. The importance of these incentives and the extent to which an employee is motivated to work are closely related to such factors as culture, environment, status, and social atmosphere. Furthermore, individuals within a culture vary in their reaction and responsiveness to the incentive system. It is needless to say that what will motivate one may not equally motivate another. Professor Pfiffner delineates that the findings of anthropologists have disclosed the fact that the effectiveness of economic incentive varies greatly, from one culture to another. "It is probably not correct to generalize that all men have a fundamental or innate urge to work harder in order to get more of this world's goods."³

Alexander Leighton views morale as being dependent on
(1) the confidence of individuals in the purpose of the group
(2) the confidence in the leadership (3) the confidence that the individuals have in each other (4) organizational efficiency

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1. White, Leonard D., "Administration, Public" Encyclopedia of Social Sciences, Vol. 1, New York, Macmillan, 1930, p. 446.
 2. Alexander H. Leighton, "Improving Human Relations, Applied Science of Human Relations", Personnel Administration, Vol. IX, July, 1947, p. 5.
 3. John M. Pfiffner, The Supervision of Personnel, New York, Prentice-Hall, 1951, p.

(5) mental, emotional and physical health of the individual members of the group.¹

The building of high morale is directly related to the nature of supervision exercised. It is the responsibility of the supervisor not only to seek the satisfaction of employees' economic and socio-psychological needs but also to make the employees enthusiastic about their work. This means that supervisors should know the art of supervision and leadership through training and long experience.

To come to our main point, we can say that according to positive approach to discipline there is a direct relation between morale and discipline. If employees are satisfied and if they are happy in their work, they will generally be efficient and loyal. On the other hand, if they are not happy in their working environment, they may fall into bad habits. Punishment is not a curative measure. The real cause of misconduct should be attacked.

Disciplinary action manifests itself in the form of certain penalties imposed upon public servants. In Afghanistan, the following disciplinary penalties may be imposed upon public employees:

1. Reprimand.
2. Deduction from salary.
3. Loss of Priority for promotion.
4. Suspension for a limited period.
5. Discharge.

1. Alexander H. Leighton, op.cit., pp.5-6.

Demotion as a disciplinary action is unknown to the Afghan public service law. Discharge always follows the imprisonment which exceeds six months.

Reprimand is exercised by the immediate supervisors.¹ The reason behind this lies in the fact that it provides the immediate supervisors with a means by which he would be able to direct the attention of his subordinates to their responsibilities and duties. Since the reprimand is recorded in the personal record of an employee which this in turn affects his chance for promotion, therefore it can be employed as an effective means to control or direct employee's behavior. But the fear lies in the fact that it may be misused by the supervisors. A positive approach is that formal reprimand should follow an informal one. Personal contact occasioned by the informal oral reprimand provides an opportunity for constructive and positive influence over employee's behavior.

The deduction of salary is imposed by ministers, heads of independent public agencies, provincial governors, and officials of first to fifth ranks as follows.²

1. From one to fifteen days by ministers, heads of public independent agencies, and provincial governors.
2. From one to ten days by officials of first and second ranks.

1. Royal Government of Afghanistan, Law for Appointment, Promotion and Retirement of Civil Officials, op.cit., Art., 78, p.26.

2. Ibid., Art., 92, p. 29.

3. From one to five days by officials of third rank.
4. From one to three days by officials of fourth and fifth ranks.

The deduction of salary is more severe than reprimand. It not only affects an employee at the time of promotion but also directly injures his family and dependents. To an employee who has no savings and other sources of income salary deduction means a drop in the level of his consumption. This in turn affects his ability to work and consequently his morale.

Suspension of promotion is imposed by ministers, heads of independent public agencies, provincial governors, and officials of first and second ranks as follows:¹

1. From one to six months by ministers, heads of independent public agencies, and provincial governors.
2. From one to three months by officials of the first and second ranks.

It should be noted that the above penalties are imposed by the authorities concerned without any systematic inquiry into the disciplinary offenses. To my opinion, the reason behind this is reliance upon the supposed objectivity of supervisors. Moreover, it may be thought that the above disciplinary penalties are not heavy and may not greatly affect an employee. The crucial point is that no appeal is allowed to be made from the decision of the administrative officer vested with disciplinary authority. Moreover,

1. Ibid.

employees are not provided with an opportunity to defend themselves. Hearings are not held by the first-line supervisors. This procedure is highly subject to criticism. Supervisors are not mentally or emotionally well mature. Prejudice or personal feelings may greatly influence their decisions. To my opinion, the best way to remedy the situation is to establish a disciplinary committee. The committee should be responsible for ascertaining the facts of the situation. It should inform the employee of the evidence in a case and allow him to defend himself before a final decision is made by the ministry concerned. If the judgement is passed on the basis of a full inquiry into the facts of the situation, the right of appeal will not be necessary. This is justifiable on the basis of two reasons. First, the penalties imposed, salary deduction or loss of priority for promotion, are not too heavy to tremendously injure the employee. Second, it is a waste of time on the part of the ministry concerned to accept appeals which might be groundless. Employees may not be prepared to satisfactorily explain or defend the charges made.

Suspension for a limited period of time, and discharge are the most severe penalties imposed upon public officials in Afghanistan. The suspension may be for a period of one to three years.¹ Discharge results not only in loss of income and status but usually in the loss of pension privileges as well. As far as the reentrance into the service is concerned, discharge takes place with or without continuing disability. In other words, an employee not only may be dismissed but may be also

1. Ibid., Arts. 90,91, pp.27-28.

prohibited from reentering into any branch of public service for a specified period of time or permanently. Since the consequences of the above disciplinary penalties greatly affect an employee together with his dependents and since the wrongful acts done may injure the citizen rights and public interests, it has become customary, in Afghanistan, to impose such penalties through the decision of an administrative court called "Civil Servants Trial Council". This council is attached to the Prime Ministry. It is composed of the following courts.

1. The Court of First Instance.
2. The High Court.
3. The Court of Appeal.

The inquiry of a case starts within the ministry or agency where the employee is accused of a wrongful act.

When a public employee is accused of having committed wrongful act while on duty or a complaint is made by any person regarding the employee's duties or responsibilities, an order is issued to investigate the case. In the central government if the wrong is done by official below the second rank, it is the minister who has the right to issue an order for the inquiry into the offense. In case the wrongful act is committed by officials of first or second ranks, the order for investigation is given by the Prime Minister. Aside from individual ministries, the control Inspection Service attached to the Prime Ministry is empowered to carry on the work of investigation on acts of which the employee is accused.

In the local governments the investigation of the case starts upon the orders of the provincial governors. If the accused is of the first or second rank, the order for investigation is issued by the Prime Minister upon the proposal of the local governors or the ministry concerned. In such case the investigatory committee is appointed by the Central Inspection Service.¹ To my opinion, the above arrangement reflects two things. First, the centralization of authority and hierarchy of commands, second, wider possibility for the protection of public employees against administration itself and also citizens.

The inquiry committee is composed of two or three public officials with one as the chairman. After inquiring into the matter, it prepares a report with its conclusion and recommendation. The committee may decide either to impose a disciplinary penalty, such as deduction of salary or loss of seniority for promotion, or to refer the accused to the civil Servants Trial Council for trial. The result of the investigation and the final decision of the committee is announced to the employee. If the decision provides for a trial of the accused, he is entitled in such circumstances to object to the decision of the committee within one month. The objection, in the central government, is supposed to be presented by the accused to the Central Inspection Service. In the local governments, the objection is submitted to the governors.

1. Royal Government of Afghanistan, Law for Organization of Civil Servant Courts and the Procedures Involved in Public Employee Trial, Kabul, Kabul Press, 1952, Arts. 10, 11, 12, pp.5-6.

From the above discussion one can find that the decision of the inquiry committee constitutes the ground on which the disciplinary action or the protection of the rights of citizens against administration is founded. To my best experience and observation, many factors combine together to influence such decision. In practice, the accused person makes his great effort to affect the decision of the committee either by seeking the help of influential elements within or outside the service who could influence the members of the committee to decide in the interest of the accused, or by bribery. The same is true with a citizen whose right is damaged by the action of the public servant. The inquiry committee, in this case, is more exposed to favoritism, and corruption. Here, the committee will not only become subject to influences from the defendant but also from the plaintiff. Thus the final judgement of the inquiring committee is delivered on the basis of the balance of influences exerted by the plaintiff or defendant. The logical consequence of this is dissatisfaction on the part of one of the parties to the case with the decision made.

The trial of employees takes place before the Civil Servants Trial Council. The council usually studies the report of the inquiry committee to ascertain the facts involved in the case. To my evaluation the merit of the council lies in the fact that it is not legally bound by the decision of the inquiry committee. In practice, however, it tends to rely on the points of view of the committee.

A case coming before the Civil Servants Trial Council is well tried. Both parties to the case are provided with the opportunity to explain their case. Hearings are held from both sides. The witnesses of both parties are allowed to give their evidence orally. The decision of the Court of First Instance is subject to appeal to the High Court.¹

To my understanding a trial of an accused employee will be fair if:

1. Evidence given by the witness is not false.
2. The judges are professional people with wide knowledge and experience in handling cases dealing with legal or technical points of view.
3. The judges are not subject to any influence exerted by administration. This implies that judges should be paid well and their security of tenure be guaranteed.
4. Judges are devoted to their professions with a sense of social and ethical responsibilities toward the community.
5. The facts underlying the case are well ascertained.
6. Both parties are permitted to defend their points of view.
7. The decision made by the court is subject to appeal.

In Afghanistan the fulfilment of the above conditions on the part of the Civil Servants Trial Council is doubtful. Although the conditions of hearing and appeal are met in practice, yet other

1. Ibid., Arts. 30,34, pp. 12-13.

conditions are not given sufficient attention. The judges are not professional. Mostly, they are without any legal training. They are liable to influence from top officials in the government. They are not well paid. The logical consequences of a case tried on consideration other than its merit are two. First, the accused employee may leave the public service in despair. Second, the citizen who is injured by the loss of the case may develop a sense of hostility and suspicion toward government. This means accusation of public service of corruption, fraud, red tape, inflexibility and so forth.

In an interview with the head of the Civil Servants Trial Council, I was told that a great number of claims coming to the council by citizens are not well founded. A mere cross-examination would reveal that the claims made are not grounded on reality. Perjury is widely prevalent. Generally speaking, claims or complaints usually flow when a public servant of a local government is transferred or made subject to inspection or trial. Such circumstances encourage the citizens to submit their claims to the Council. Most of these claims, according to the head of the Civil Servants Trial Council, involve exaggerations or false demands. This means that the mentality of the individuals, and the values of the society are also responsible for the increase of cases handled by the council.

At the end of the discussion of the Civil Servants Trial Council, I would like to mention certain relevant points with respect to the council. The council was established for the purpose of

bringing under its jurisdiction all cases dealing with public employees, or cases concerning the relation between public employees and private citizens which had been dealt with by the judicial courts governed by sharia law. The main reason behind this is the fact that the judicial sharia courts are not competent to handle cases involving technical matters with respect to administration. The Civil Servants Trial Council does not provide the administration with legislative advice. It has not developed the principle of state liability. In Afghanistan, the state is completely immune. The myth "the king can do no wrong" applies to this country. The public servants, however, are liable for all their actions. If a citizen is injured by the act of a public employee, it is the employee himself to award the damage occurred. The council is not competent to try ministers accused of any offense. A supreme court is supposed to be established for this purpose. In practice no minister has been tried by any judicial or semi-judicial body so far.

The principle of complete liability of public servants has resulted in the fact that individual employees tend to be inactive while performing their duties. In other words inaction on the part of the public employees is the result of the fear of responsibility. Every one tries to show that he is incompetent in the matter concerned. This means pushing the problem up the ladder of hierarchy. It follows that public employees do not dare to take a responsible decision. This kills the individuals' discretion and initiative. The implications of the above problems for administration are inefficiency, red tape,

inflexibility, inaction and rigid application of rules and regulation. Viewed from the private citizens point of view, the system does not provide a better protection or guarantee of their rights when damaged. The state does not take any responsibility for any action of its servants. This means that in many cases private citizens are not in a position to be always compensated by the public employees. A public employee who is charged with a wrongful act may be a poor man. His imprisonment, or his discharge from service does not heal the wounds of private citizens damaged by the employee's action.

At the end of this chapter several critical remarks can be made on employees conduct and disciplinary action in Afghanistan. Generally speaking, mostly the conduct of a public servant is affected by the values and standards of the community from which he is coming to the public service. We noticed that to a great extent rules regulating the employee conduct are not adhered to. In practice, they are often violated. This is due greatly to the fact that the jurisdiction has made little positive effort to establish an affirmative approach to the issue of acceptable standards of behavior on the part of public employees. Moreover, probably more important, there is a lack of dissemination of limitation on employee conduct. In most cases, employees do not know the limitations put to their behaviors in the public service. Also, they are usually unaware of the consequences of their behaviors when they are not in conformity with the rules set up for their conduct. This stems, in turn, from the fact that internal communication dealing with the subject of employee conduct is most ineffective or even

non-existent. No bulletin boards, handbooks, and manuals are provided to be utilized for the purpose of informing public employees of the standards of conduct and the disciplinary action to be taken. The laws which govern the employee conduct are found in one or two offices, mostly in personnel office. But the personnel office in a ministry has never attempted to make public employees aware of their duties and responsibilities required from them by the public service.

The most important critical point in the Afghan public service is that the prevailing system is unfamiliar with the concepts of handling of grievances, employee information, suggestion programs, employee welfare and health policies, counselling and exit interviews. Terms of work such as leave, working hours, retirement system, and employee conduct inside and outside the service are the elements which constitute employee relationship programs in Afghanistan. Employees have not been given attention as human beings having desires and needs. This means that morale as an important element in employee's productivity and efficiency is ignored. Furthermore, it follows that the system is authoritative. No delegation of authority is attempted to give to subordinates a chance to develop their own creativity for handling problems facing them. Every matter is decided at the top level of hierarchy. As far as my understanding is concerned, the important point to criticize is the fact that the governing laws and regulations put much emphasis on duties and responsibilities of subordinates. No stress is placed on the responsibilities of supervisors toward their subordinates. To me, supervisors do not have human relations

skills.. They do not satisfy the employee's desire for recognition. They keep their subordinates uninformed. They are not inclined to allow their subordinates to exercise their discretion. They place no stress on keeping their doors open for conferences and consultations with their subordinates. They expect loyalty from their subordinates but are almost not loyal to them. They do not like their subordinates to complain of them even they behave wrongly. Most important of all, supervisors tend not to fight in the interests of their subordinates just as hard as their conscience permits. In short, to my best knowledge, the supervisors are not in the position to treat their subordinates as human beings. They tend not to coordinate with the work of other organization units. They put everything as it is. They do not devise work improvements and methods for the purpose of making the work interesting to their subordinates.

CHAPTER VI

CONCLUSION

In this chapter the author is going to critically present the basic problems confronting the personnel administration in Afghanistan. After each problem is presented in a brief manner, an attempt will be made to suggest solutions and measures to be taken by the government. In offering our suggestions we try to take into account environmental factors affecting the situation. In other words, in giving our suggestion due consideration will be given to the possibilities, limitations and the fact that formal changes do not produce the social changes desired.

According to my understanding, the problems of personnel administration can be looked upon from two points of view. First, the society from which the civil servants come. Second, the organizational structure and the legislation governing the civil service system.

In the following discussion, the author will confine his analysis of the personnel problems to the above two sources.

I. Personnel problems arising out of cultural patterns.

The civil service is the output of the society where it is developed. Societies, are in turn imbued with cultural values controlling the spiritual and material products of the people living within them. The term culture can be used in two senses, general and specific. In its generic sense, culture refers to the collective

attainments of all humankind. In its specific meaning it refers to the "social heredity" of particular groups of people. In the first case the reference is to culture, and in the second, to cultures.¹ Culture is wholly acquired, and never inherited in the biological sense, as the color or texture of hair are inherited. The type and degree of culture which a group possesses, will depend largely upon the experiences of the ancestors - immediate or remote.²

An individual is the immediate product of his family. The family plays an important role in limiting him to certain routine behavior and ways of thinking and living. As the individual participates in groups other than his immediate family, his view of things and his assigning meaning to the world about him are modified and gradually take specific patterns. Moreover, the process of socialization not only patterns the behavior and perception of individuals but it also imposes certain limits on emotional expression.³

Generally speaking, religion in all societies, particularly in underdeveloped communities, is considered to be a vital element in patterning the attitudes and behaviors of people. Religion is a crucial factor in solidifying individuals into a more or less cohesive group. Religion, fundamentally, is a matter of ultimate values and unquestioning belief. "Religious behavior is not rational behavior

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1. Blaine E. Mercer, The Study of Society, New York, Harcourt, Brace and Company, 1958, p. 27.
 2. James Melvin Reinhardt, Principles and Methods of Sociology, New York, Prentice - Hall, Inc., 1932, p. 409.
 3. F.A. Bushoe, Principle of Sociology, New York, Henry Holt & Co., 1925, p. 263.

and its very nonrationality is what gives religion its greatest strength as a motivating force in those lives it touches."¹

Education is another element which effects the personality of an individual. The system of education reflects the cultural values of a society. In other words, the educational system of every society is part of the total social structure. The degree of education greatly determines the cultural achievements of a society. It, furthermore, provides a firm basis, particularly in an open or advanced society, for social mobility. In a society where no significance is placed on the social ranking of an individual's ancestors, the important bases upon which people judge the social value of one another are personal qualities, achievements, self-obtained possessions, authority and power.

Thus, to sum up, we can say that the attitudes, hopes, beliefs, and purposes of the individual, and consequently his behavior, are products of the interplay of his inherited equipment and the environment in which he finds himself. By far the most important part of the environment is the psycho-social. The psycho-social includes not only the beliefs and teachings of the elders, but their tools and skills, as well as opportunities for freedom of expression and accomplishment.

Having touched upon certain fundamental cultural elements, we are now going to throw light upon the Afghan society and its cultural patterns and examine what problems will arise which result

1. Blaine E. Mercer, op. cit., p. 270.

in poor personnel administration.

In Afghanistan, as mentioned in the first chapter, the social structure is characterized by ethnic and linguistic heterogeneity, loose social coherence, and the tribal pattern of social order. This stratification of the Afghan society into various ethnic and religious groups is an extremely perplexing problem bearing on the political as well as the administrative institutions of the country. The problem is further intensified by the fact that the people are not politically and educationally mature. As far as the question of social structure and family is concerned, the personnel system encounters the problem of favoritism. In the Afghan society the prestige and background of family, and the existence of ethnic and linguistic groups govern the important phases of personnel administration such as recruitment, selection and placement. Since the socio-economic status, and the degree of education and training among the different ethnic groups differ, there is always the possibility of drawing to the public service people from different groups who are not fit for the jobs to which they are appointed. Thus it would be quite desirable on the part of local, tribal or religious leaders to recruit persons of their own language, locality and religious sect. The implication of these problems for administration are: First, infusion of inefficiency and disintegration into the service, second, gradual emergence of weakness in the formal organization of government.

In Afghanistan, the society is characterized by being authoritative. This fact can be observed in various phases of social structure. The family is the strongest immediate group. It develops its

members in such a manner as to adhere completely to the ideals and values believed by it. The parents tend strongly to expect from the child to accept their sayings as dogma. The result of such kind of teaching is that the child loses the opportunity to use his mental power in deciding what ideas should he accept and what should he reject. Thus he develops the habit of taking for granted all what his elders or superiors decide. In school the students are, again, introduced to the same discipline of authoritarianism. Here, the students are entirely submissive. They do not dare to question their teachers. The students get in the habit of memorizing the ideas and taking them for granted rather than understanding or digesting. The implication of this habit or system for personnel is that the individual initiative is killed. Furthermore, he considers the existing situation as being the best and need not be developed in a better way. This means that public servants lack the feeling or sense of bringing reform in the organization. The authoritative feature of the Afghan society also manifests itself in the government between supervisor and his subordinates. Free or easy access to superiors is not available. This means that communication which is the heart of management is impeded.

In the Afghan society, the government is looked upon as the most powerful institution. Its agents, therefore, enjoy great power, prestige and status. But such power or prestige has always been abused. Since the government largely ignores public opinion, the control of public service, therefore, has become weak. Control is exercised only from within. The abuse of authority and the lack of control by public

opinion have resulted in the hostility toward public service and also accusation of bureaucracy of red tape and corruption.

Within the government, the relationship between Afghan officials are determined not on the basis of job requirement but on the basis of ranks and positions. This means that much time is consumed by officials in procedures not directly relevant to the issue at hand. Titles are required to be carefully used. The content of Communications tends to be personal and ritualistic. Impersonality and rationality will have little value. This means that the primary criterion for efficient and satisfactory work in an office is loyalty and conformity with orthodox rituals and procedures. Thus the evaluation of the work of subordinates by their supervisors during promotion rests with the degree of loyalty rather than consideration of merit.

The most important point to mention is that in Afghanistan officials due to prestige attached to public service do not consider themselves as servants of the public. They rather expect respect and esteem from public.

The sense of dishonesty, favoritism, and the intention to acquire wealth have resulted in over-elaborated machinery for accountability and control from within to the extent of impeding the public service and discouraging initiative.

In Afghanistan religion plays an important role in governing the whole life of the people. Religious practices and concepts are brought into the public service. These practices might come into conflict with the managerial value of the formal organization. Furthermore, religious consideration has hampered the development of a large number of public employees in the service. Women are considered to be

good only for house management. They are regarded as inferior to men and looked upon as human beings who are always more liable to making mistakes than men. They are veiled and occupying a very low place in the Afghan society. Due to social pressure and religious considerations, they have not been able to receive high education which would be essential for them to hold public offices. The public employment rolls are replete with the names of those inefficient or poor male employees who could be replaced by more active and efficient female employees if they had the opportunity to receive education and, consequently, enter the public service. Nevertheless, due to the recent rise of a small intellectual class and especially owing to the persistent effort of the present government headed by Sardar Mohammad Daoud, the promising and beloved leader of the country, a small number of women have been able to lift their veils and share the responsibility of contributing to the service of society and the betterment of the people of Afghanistan.

The final but the most important social element which deserves stress is the question of education. In Afghanistan as well as in all backward and underdeveloped countries, the question of education is the basic problem impeding the rapid development of the country. Generally speaking, the public education system in this country is not complete and can in no ways meet the needs of the community. To push up the level of civilization and satisfy the changing needs and solve the overwhelming problems of the country, the adequacy of education is the most desirable condition to be met. In Afghanistan, higher education is provided by only one university. Little attempt has been made to establish schools which supply students with knowledge of

administration.

The progress of education in Afghanistan has been hindered in the last fifty years, during which official education started, by the lack of sufficient teachers, suitable buildings, teaching materials and well equipped laboratories. Another crucial factor holding back the development of education has been the absence of a real interest in modern education on the part of the illeterate people. To my best knowledge, the education system of Afghanistan has failed to serve the following grave purposes:

1. To secure a high standard of education in the country.
2. To encourage research work programs and to induce creativity in the student.
3. To prepare the students for social life. Social activities are not developed. The curricula of the educational institutions have little to do with practical life.
4. To stress on the study of administration as a tool for the realization of the present demands.

Nevertheless, in recent years the ministry of education has made great strides to improve the system through contacts with international organizations and educational institutes of advanced countries. Not only a great increase has taken place in the number of schools and colleges, but also good effort has been made to establish vocational institutes which would meet the increasing needs of our days. To me, the best progress of the system lies in the fact that it has become aware of the fact that trained administrative personnel is needed to

fulfil the demands of the various government departments. The awareness of this problem is reflected in the measures taken by the government to send abroad students and public employees for acquiring knowledge of administration.¹

To overcome the above forementioned problems stemming from the society or environment in which the public employees are brought up is an extremely difficult job. The solution to such problems would be available only when changes are introduced to the various aspects of social and economic life of the society. In fact, there is no doubt that changes are always regarded inevitable in every society. The lapse of time and the position of a society in the experience of world progress and advancement create new ideas and new desires on the part of the society. Thus providing a solution to the problems of corruption, favoritism, inefficiency, loose social structure, and poor or low standards of living is the task of government through undertaking social and economic services. Most important among these services is education. To my opinion, education has great responsibility in changing the value system of a society in such a way as to pave the way for intellectual and emotional maturity. In Afghanistan, education is regarded as the most crucial constructive means for changing the mentality of the people. Furthermore, it plays a grave role in correcting the behaviors and attitudes of the people toward the public service.

1. Royal Afghan Ministry of Education. Education in Afghanistan During the Last-Half Century, Munich, 1956, pp. 8-9.

To provide a solution to the problem of personnel administration springing from the nature of the Afghan - society, the author suggests that the system of education in Afghanistan should aim at the following purposes:

1. Encouraging independent thinking and creativity.
2. Cultivating a common goal in the minds of people and creating a sense of unity and solidarity.
3. Developing in the people a sense of collective effort and cooperation.
4. Creating a sense of social responsibility in the minds of the public leaders to serve the nation whole-heartedly.
5. Inducing the people to believe in honesty, public service, and loyalty to responsible government.
6. Reducing the domination of religion through encouraging profound thinking.
7. Cultivating a belief that education is the most important factor in solving problems of life.
8. Promoting technical knowledge.

The point to be borne in mind in this connection is that the accomplishment of the above purposes is not an easy and hasty task. It needs a great effort, patience and strong resolution on the part of the government. To expect to cut within a short period of time the roots of cultural products incorporated in the minds of individuals is a mistake. The passage of time together with an intelligent educational program backed by the public leaders would

solve our problems. Again, we must always keep in mind that social change is a very slow process.

II. Personnel problems arising from poor organizational structure and personnel policy.

As we mentioned at the outset of this chapter the second set of problems facing public personnel administration in Afghanistan is the poor legislation governing the civil service system. The next part of this chapter is devoted to the discussion and analysis of such problems plus the solutions suggested by the author.

To begin with, the problems of recruitment in Afghanistan rest upon (1) inadequate number of educated men and (2) ineffective techniques of attracting the best qualified people to the public service.

To elaborate, I can say that individual ministries and public agencies are not in a position to find a large number of educated people and be able to recruit from among them the best qualified candidates for public service. Moreover, they are restricted by the government desire to provide jobs for those who have completed only their primary and secondary schools or gained training in domestic schools. The rationale behind such policy is to encourage education among the people. The problem of recruitment is further intensified by the employment of ineffective techniques for attracting the best qualified people found in the community. Recruitment is considered to be only a practice required for the purpose of filling vacancies appearing in the organization. Announcement of a

position is usually made in one or two official news papers. Information sheets are not sent by the personnel offices to the interested groups. No recruiting agency has ever attempted to attract particular individuals through personal correspondences or visits. Moreover, no public agency has constructed and prepared application forms for employment to secure information upon which admission to the public service may be based.

To provide solution for the above problems of recruitment, the writer suggests the following measures to be taken by the Afghan government.

Since the number of potential sources for recruitment is limited and there are inadequate number of university and high vocational school graduates, it would be, therefore, a wise policy to realize the fact that a better utilization of available manpower is essential at present. To compensate for the inadequacy of pre-service education, and to enhance the efficiency and ability of public employees in the Afghan government to meet the requirement of the present huge economic and social plans, the establishment of a school of public administration for the purpose of giving in-service training courses is advisable. The question that arises here is that where should the school be located in order to perform its function effectively? The writer believes that the school should be created under the department of public administration at the Kabul University. But, unfortunately at the present time the Kabul University has no department of public administration. Thus my suggestion is that

the Afghan government, in view of its major effort for bringing social and economic changes in the country, must realize the need for the establishment of a Department of Public Administration as a separate unit of the Kabul University. This department will provide the government with a considerable number of students having wide knowledge in administration which is essential to the implementation of government policy. But this is not the whole problem. To provide the present public employees with knowledge of administration the device of author centre to be directly attached to the Department of Public Administration of the Kabul University is imperative. The wisdom of this arrangement rests with the fact that the School of Public Administration would greatly make use of expertise and teaching staff provided by the Department of Public Administration. But the main problem facing the government in establishing the Department of Public Administration is the question of of teaching staff to be responsible for carrying out the function of the department. This problem can be overcome by (1) employing foreign teachers and domestic trained staff (2) calling upon United Nations, Point Four of U.S.A., and other foreign institutions to furnish the government with training personnel as part of their technical assistances to Afghanistan. Once this objective is realized, the establishment of the School of Public Administration providing in-service training as a sub-unit of the Department of Public Administration becomes easy. To my opinion, the School of Public Administration must stress practical problems and methods and procedures. It must furthermore design its programs in such a way as to equip civil

servants with not only a general knowledge but also with the administrative knowledge, skills and insight necessary to deal effectively with the complex problems confronting the Afghan government. In order to achieve its purposes in an effective manner, the School must establish close relations with the individual ministries through a central personnel agency to be discussed later. The School must be financially backed by the public purse. This means that the centralized budget must provide for expenditures involved in training public employees in the School of Public Administration. To secure the support of individual ministries, it is advisable that the major policies of the School be determined by a Board of Directors consisting of General Directors from the Ministry of Finance, Ministry of Interior, and Ministry of Education. Of course the membership of the chairman of the Department of Public Administration and the Rector of the Kabul University is essential to the technical question of the training programs.

In order not to take the official working hours of the public servants, training is suggested to be given regularly out of working hours every three days per week from 5 to 7 p.m. To give a good knowledge of administration, the training program should be made for a period of two years. To provide an incentive for participants, I suggest that the School of Public Administration should make available for its graduates certificates or normal diplomas in public administration.

The second problem of recruitment can be tackled if recruiting agencies try to employ effective techniques for attracting qualified candidates. This is feasible by improving publicity techniques and

and widening the range of contact with interested groups and those qualified people who for one or another reason are attracted by private institutions. The practice of personal visit and interview may help the recruiting officer attract skilled or specialized people to the public service. Furthermore the use of application forms is essential to determine the presence or absence of qualifications needed from candidates for public service in the performance of a particular job.

The second phase of staffing is the selection process. In Afghanistan although the constitution and personnel laws provide that public employment should be based upon the candidates' ability and capacity to work, yet in practice this requirement is hardly met. The important means by which ability to work can be revealed is examination. Unfortunately, to a great extent this factor has been neglected by the personnel law. With the exception of entrance to the eleventh rank, the question of examination is highly left to the discretion of individual ministries. Mostly selection takes place on the basis of reliance upon qualitative analyses of the candidates' past records. Since the graduates of universities and high schools, who are for the first time entering the public service, have no records of their past experience, the selection automatically takes place on the basis of their degrees or diplomas.

From the personnel administration point of view, the problem is how to employ examination techniques in such away as to check the entry of unskilled people in the public service meanwhile provide a chance for educated people to find employment in the public agencies.

To the solution of this problem, the author suggests the following measures to be taken:

1. Since the number of educated men is not large enough to enable the personnel agency to select the best qualified candidates, therefore the present situation needs that degree or diploma holders should not be given any test. But, in order to insure good performance, great attention should be given to their proper placement. By this I mean that graduates of universities and high vocational schools should be assigned to such work or duty in which they have specialized knowledge. The present practice involves the great problem of isolating the technical experts from their proper areas of concern.

2. The selection of those who have not received high education or even any formal education in any specialized areas should be based on examination. Giving of any examination to those who are supposed to be appointed to clerical routine tasks seems useless. Analysis of their past records will suffice to reveal the required simple ability to perform the job. But, selection of those uneducated people who are going to fill vacancies requiring special skill and specialized knowledge must be founded on examination. The examination, however, should be a qualifying test.

3. Obtaining of additional information of unusual details through inquiries from the previous employees and other individuals may supplement the selection process.

The important question that arises here is: would the examination process in Afghanistan have validity and reliability? The

answer of the writer to this question is negative. The members of the examiner boards are not familiar with modern techniques required for the administration and evaluation of a test. Thus questions are not made a head of the time of examination. Positions are not classified to determine the kind of qualifications needed for the performance of a job. No measure is available to test the hidden capacity of a public employee for administrative leadership. Psychological tests are unknown to personnel officers. In the face of such problems, most of which stem from lack and deficiency of expert knowledge or specialization, what would be the responsibility of a public administrator? Our problems will not be solved if we are completely hopeless. The proper and wise way to overcome our existing difficulties is to fight them with all our possible effort and available means. But in the present situation, bringing a rapid change to all our social and economic problems and making our society a professional one within a short and limited period of time is a search for impossibility. The point that I want to stress here in connection with the examination process is that we must not give up and permit ourselves to allow every person to enter the public service because of the lack of a valid and reliable examination process. Our responsibility would be discharged if we employ the possible available examining means to reveal the minimum ability or qualification required for the performance of a job demanding special knowledge. Thus a qualifying written or oral examination may be given to serve our purpose at the present time. But, in the long run, we should try our best to introduce gradual improvement to our

examination process. To have a sense of improving and to take gradual measures towards correcting our defects means nearing closer toward the realization of our objective.

In Afghanistan, all public employees who enter the public service for the first time are subject to passing a probationary period of six months. During this period employees' performance, attitudes and alertness are supposed to be studied and evaluated by their immediate supervisors. If the performance of an employee is found to be unsatisfactory, an opportunity is given to him for a second probationary period in another office. Legally speaking, he will be dismissed in the second probationary period if his supervisor is not satisfied with his work. In practice, however, employees are very rarely dismissed because of their unsatisfactory performance. As such the purpose of probation is not served. To my opinion, the probationary period would be useful if orientation courses or lectures are given to employees placed on probation. The probationary period must compensate for the shortcoming of the recruitment and selection processes. In this stage the important role of supervisors should be stressed.

In Afghanistan a public officer is promoted when: (1) there is a vacancy, (2) the time requirement for promotion from one rank to another is met, and (3) the promotion form is satisfactorily filled by the supervisor of the public officer concerned.

The problem of promotion lies in the fact that employees may suffer much from the prejudice and bias of supervisors. Moreover, the existence of a vacancy in the organization is beyond the reach of

employees placed on the promotion list. An employee may satisfy all other requirements for promotion but he will not be promoted because of non-existence of a vacancy. This situation may adversely affect the morale of an employee. There is no objective standard basis on which promotion should be made when many employees fulfill the required conditions for filling a vacancy through promotion. Furthermore, there is no measure to insure that the employee placed on the promotion list can perform the job for the position to which he is promoted. The fundamental criterion which determines the fitness or ability of an employee for promotion is seniority. This means that an employee who is performing a routine simple task can easily hold a position which needs initiative and originality.

To overcome the above problems, the writer suggests the following improvements:

1. To maintain the morale of employees high it is necessary that certain incentives should be provided for them. To my best knowledge, the wise policy for promotion is to provide for salary increments. Whenever an employee fulfills a certain fixed time requirement, and his supervisor shows satisfaction with his work, a salary increase should be provided for him. This means that each grade in the pay scale should have ranges of salary increment.

2. Vacancies appearing in the higher positions should be filled by promotion based on merit. To know whether the promotee can discharge the responsibility of higher positions to which promotion is made, the system should not completely rely on seniority or the mere

subjective evaluation of supervisors. An examination must supplement the present criteria for promotion. This measure will induce employees to work hard and efficiently and to gain more knowledge relevant to better performance.

In Afghanistan, positions are not classified. The prevailing system is a rank system which centers attention on the individual and his status. The problem is that an employee is not paid for performing a particular job. He is paid for his rank. Employees of the same rank are equally paid regardless of differences in the nature and weight of their duties and responsibilities.

In Afghanistan at present, the logical consequences of the lack of a position classification plan are:

1. The personnel administration lacks advanced knowledge of duties and responsibilities involved in different positions, and, also, of qualification needed to perform a particular job.

2. There is no standard compensation plan based on the belief in "equal pay for equal work". The distribution of work is completely arbitrary. Some employees are so overloaded that they are unable to finish part of their daily assignment while there are others who have very little work. But both categories are equally paid because both are ranked the same. Likewise, great variation is noticed in the degree of difficulty of tasks performed by employees receiving the same salary. This lack of balance between pay and work has resulted in complaints raised by the public servants.

In the Afghan public service pay scale no ranges are provided

within each rank. This means that when promotion is hampered by lack of vacancies in the organization, no salary increase occurs to compensate employees for increased experience and proficiency. It follows that the pay scale provides no incentive to raise the morale of employees. Another important characteristic of the Afghan public service pay scale is that the rate of pay attached to each rank is not adequate. Although the First Five - Year plan provided for an increase of seventy five percent in the salary rates, the problem of dissatisfaction with the amount of salaries is still unsolved. No survey of cost of living has ever been made to insure the adequacy of the rates of pay for a minimum standard of living. Moreover, the lack of control on the prices of food, clothes, and the rent of houses has intensified the problem. All this has resulted in low morale and corruption in the public service.

Let us turn our attention to the solution of the above problems. In view of the huge and gigantic First and Second Five - Year plans and consequently the increase in the number of specialized functions of the government, the writer suggests that an attempt to set up a position classification plan is advisable. The notion that government activities can be performed by any person of average ability and intelligence can not be accepted nowadays. Thus, specialization characterizes a government which is taking measures for bringing change into various aspects of life. But in Afghanistan the great problem facing the government in setting up a position classification plan is the need for technical knowledge for carrying out this task. To overcome this problem and to be able to set up a position classification plan together

with a compensation plan, the writer suggests the following measures:

1. To meet the need for technical personnel to collect facts, and consequently make job analysis, a group of employees should be selected to receive a short period training. This can be possible by three ways. First, the selected group of employees may be sent abroad. Second, the present public administrative service of the United States Operation Mission in Afghanistan can take this responsibility by providing courses in administrative analysis techniques. Third, the United Nations may be asked to provide the government with a few experts to make possible the establishment of the position classification plan.

2. Once the technical personnel is available, a central personnel agency should be responsible for installation of such a plan.

3. Since the government lacks the experience in developing a classification plan, for the entire government service and since the society is not highly expanded in its complexity and specialization, it would be a wise policy if the initial plan is confined to relatively common routine positions to be classified into relatively broad classes. **Later on the government can** embark upon a survey of more complex tasks.

The question to be asked here is that what would be the advantage of such a plan to which we are going to devote our time and effort. To my best knowledge, a position classification plan in Afghanistan will furnish a basis for equitable salaries, facilitate the process of recruitment, promotion, and transfer. It furthermore aids the examination process, and employee training. Most of all, it ensures merit system.

The establishment of a position classification plan does not solve, however, all our problems. Side by side the position classification plan, a compensation plan is desirable in order to insure equal pay for equal work. In Afghanistan, the question of salary is a very serious problem. As such the government must direct its attention to this matter by establishing a compensation plan founded on a rational ground. Before setting up a basic pay scale for each class of positions, the government, the author suggests, must conduct a careful study of the cost of living of the community. The important point that the writer wants to stress is that the lowest level of pay scale must be set up in such a way as to insure the maintenance of minimum or appropriate standards of living. A public employee must be able to supply his family and children with the necessities of life. The determination of a public pay scale which would be above the minimum standards of living is dependent on factors such as the financial status of government, rates of salary paid by private enterprises, and the labour market.

The question that comes to our minds here is that what procedure should the government follow in order to set up a compensation plan. To the opinion of the author, the Afghan legislative body is to establish a certain number of grades. The establishment of these grades, as the author mentioned before, must be based on cost of living studies. From the administration point of view, it is advisable that each grade should be given a maximum, a minimum and several intermediate rates of pay. Salary ranges within each grade can be utilized for the purpose of providing incentives to employees gaining experience and proficiency through seniority. Once grades and salary ranges for each grade are

established, it is the responsibility of the agency responsible for setting the classification plan to decide which positions should be placed in each grade.

The most important point the writer wants to emphasize here is that the government must periodically carry its inquiry into the cost of living. A salary scale established this year may become inadequate three years later in case of a rapid change in the cost of living. Thus a periodic check up on the fluctuations that occur in the level of prices is necessary.

As regard to professional allowances, travel allowances, and overtime allowances, the author believes that the present rates are sufficient. These rates should be accepted by and included in the compensation plan. The retirement system adopted by the Afghan public service constitutes the most significant factor for attracting qualified and educated people toward the public service. The continuation of this system, is not only necessary for government to recruit people of high calibre but also it is important for employees to offer them financial protection against insecurity due to old age, disability, and death. Furthermore, the system has provided the government with an equitable method of separating from the public service disabled employees who are no longer physically or mentally fit.

As discussed in chapter four of this study, personnel administration is decentralized in Afghanistan. In each ministry there are two units handling all personnel problems. The Ministerial Committee and the Personnel Division. The former is supposed to make final

decisions on appointments, promotions, transfers, and dismissals. The latter is responsible to implement personnel law and the decision made by the Ministerial Committee, and handle personnel records and files. Viewed from the whole government point of view, such decentralization of personnel administration has resulted in duplication of effort, and time. Moreover, it has created a wider possibility for favoritism. From the administrative point of view, decentralization of personnel administration means lack of uniformity in rules and procedures. To provide a solution for the above problems, the writer suggests the establishment of a central personnel agency, a civil service commission. The establishment of this central personnel agency raises two important questions. First, what would be the constituent elements of the commission and how would the government provide the commission with technical experts to handle technical problems or the staff functions of this commission? Second, where should the commission be located to work effectively? In the light of the Afghanistan environment, the author answers to the above questions are as follows:

As far as the first question is concerned, the commission must be composed of highly technical personnel experts with a number of top administrators who are familiar with handling administrative problems. The technical personnel experts as we mentioned in our discussion of position classification can be provided either by the United Nations as part of its technical assistance to Afghanistan or by USOM which at present has its Public Administrative service established in the Ministry of Finance. Another possibility is that the government

may hire foreign personnel experts to function in advisory capacity. One point that the writer stresses here is the fact that the government must make use of the Afghan public employees or students who are given training in public administration abroad. They can be brought together in the civil service commission to play the role of technical personnel in cooperation with foreign experts. The advisability of this arrangement is based on the very important reason that foreign experts do not have as deep an understanding of the social and other environmental factors as the nationals of the country. The second question cannot be answered unless consideration is given to the situation. To my knowledge, the present political and administrative situation of Afghanistan does not permit the establishment of an independent central personnel agency. Political interference with administration which characterize, most of the modern states is not a serious problem in Afghanistan as to undermine an efficient and effective personnel administration. To the opinion of the author, the civil service commission should be either located in the Prime Ministry or in the Ministry of Finance. The commission under the Prime Minister would be able to exercise extensive jurisdiction over personnel management of the government. Likewise, the location of the civil service commission in the Ministry of Finance which is a powerful ministry in the Afghan government would put the commission in a strong bargaining position if other ministries refuse to respond to its demands or orders.

The central personnel agency, I suggest, should have the following sections:

Section I: dealing with staffing process and dismissals.

Section II: dealing with training programs.

Section III: dealing with position classification and compensation plans.

Section IV: dealing with organization and management for the purpose of simplifying work procedures and methods.

Section V: dealing with disciplinary action.

In contrast with functions of the central personnel agency, the responsibilities of ministerial personnel offices should be limited to the following functions:

1. Ascertaining staffing needs for recruitment.
2. Salary and wage administration.
3. Keeping records and files for all employees and on the basis of these records, subject to civil service regulations, granting employees salary increases, promotions, transfers, vacations, special leaves and other matters concerning the condition of employment.
4. Ascertaining training needs; giving orientation training for the purpose of acquainting new employees with the objectives, rules and regulations of the agency concerned.
5. Administering employee relations programs.

The important point to be borne in mind is that the commission should have control over these functions of the ministerial personnel offices.

The last topic that we have dealt with in this study is employee's behavior and disciplinary action. Public employees are required to adhere to a code of ethical behavior. In practice, to a great

extent rules governing the employee conduct are violated. In case of violation of established rules, a public employee may be subjected to disciplinary action ranging from reprimand, deduction of salary, loss of priority for promotion, suspension for a limited period of time, to dismissal from public service. From a personnel administration point of view, the problem of employee conduct lies in the fact that in most cases employees do not know the limitations put to their behaviors in the public service. Also, they are usually ignorant of the consequences of their behaviors when such behaviors come into conflict with rules governing employee conduct. The other problem in connection with employee's behavior is that the disciplinary action is more a negative than a positive approach to the question of discipline. The system believes that punishment is a curative means in correcting wrongful acts. The important point to be emphasized here is that the system has failed to see the direct relation which exists between morale and discipline. This means that employees are not recognized as human beings with socio-psychological needs. What is wanted from them is a strict adherence to the rules and regulations and high obedience to their supervisors. All rules and regulations emphasize the duty of employees toward their supervisors. But no stress is made on the responsibility of supervisors and the rights of subordinates. The consequence of such state of affairs is a continuous dissatisfaction with the working conditions and group relationships.

To eliminate or at least minimize the above problems, the government of Afghanistan must take certain steps. Although the

problem is deeply rooted in the culture of our society, yet an attempt to start gradual improvement in the interest of a future efficient administration would be a wise policy on the part of the Afghan government. To provide a solution to the above problems, the author suggests:

1. employees should be informed continuously of the rules and regulations governing their duties and responsibilities. This necessitates an effective internal communication. The personnel offices within individual ministries must provide bulletin boards, handbooks, and manuals for furnishing employees with essential information.

2. Discipline should be considered as a function of morale in an organization. Top management should try to develop a conscious faith in the importance of employees not only as human beings but as the most important factor in the success or failure of the organization concerned. To handle employees as human beings, the government must employ the techniques which contribute to the satisfaction and high morale of employees. To my opinion, the techniques which can be made available in the present situation and condition of Afghanistan are as follows:

- a. an extensive training of supervisors in human relations. Supervisors should be able to create an atmosphere in which employees give their best contribution to the realization of the objective of the organization concerned. Supervisors should be trained to be able to secure the complete cooperation and loyalty of their subordinates. They should be able to give emotional security to their employees.

- b. handling of grievances. There is no doubt that

unsatisfactory conditions in any office exist. Misunderstandings, suspicions, and mistreatment are bound to arise in any organization. Thus there is always the possibility for civil servants to raise complaints. The government must provide for an agency to handle all such grievances and complaints. Exit interview and counselling can be also employed for this purpose. Again, here the role of the immediate supervisor is not ignored. It is his duty to find out evidences of employee dissatisfaction and to remedy the situation by attacking the causes. But it should not be forgotten that a formal grievance procedure is necessary to assure the right of subordinates to appeal the decision of supervisors.

c. establishing suggestion system. It should be set up to stimulate participants in an organization to submit constructive ideas to increase efficiency of operations. It will contribute to the realization of agency purpose by discovering better, faster, cheaper and safer methods. But to encourage creative thinking of individuals and arouse their interest in this matter, the organization must provide for methods of recognition of good suggestions such as cash rewards or pay increases.

d. providing equal opportunities for all public servants to be promoted on the basis of their merit. This procedure will help employees develop their capacities for higher positions.

e. setting up, if possible, health and housing policies.

f. raising a welfare fund. A welfare fund should be raised for the convenience of employees who, because of emergency, are

obliged to borrow a small sum of money for a short period of time. This technique is very useful in Afghanistan because most of employees due to low rates of salary feel usually sudden need for money to finance unexpected events.

The important question that poses here is whether the concept of democratic management works in the environment of Afghanistan. The present situation dictates that such concept does not work effectively. The common belief held in our society is that force or authority is the only means to correct people. To ask employees to participate in decision-making is considered a sign of weak administration. It is believed that the more authoritative the atmosphere of office the better and the stronger the administration is. But since the result of human relations policy and democratic management is largely dependent upon experience and research, the writer believes that an attempt to employ such techniques in Afghanistan will be a test for their workability in the future. Thus it is better to start, wait, and see the consequences.

In final conclusion we may say that although the present government is undertaking many social and economic services for promoting the standards of living and understanding of the Afghan nation, yet little effort is made to bring improvement in the machinery of the government especially the personnel system. Thus the feasibility of our suggestions rests upon the intention of the government to attach great importance to the administrative reform. Nevertheless, we should not forget that the government is not the only institution responsible for introducing reform. The people must not only accept such reform but also contribute to it.

A P P E N D I C E S

APPENDIX I

PERMANENT SERVICE RECORD OR LIFE REGISTER

OF OFFICIALS

IN AFGHANISTAN

The Ministry of :

The Department of :

The Directorate of :

The Division of :

Name:

Father's Name:

Rank() in the year of.

Life Register of Officials
In Afghanistan

Page

: The Ministry of ()	Personnel Office	Year	:
: Name, Father's Name	:		:
: Identity and Residence	:		:
: The Date of Birth	:		:
: and Place of Birth	:		:
: The Number, date and : Place of Issue of : Identity Card.	:		:
: The Date of Entry : to Civil Service.	:		:
: Academic Degree and : Other Scientific Work	:		:
: Rewards and their : Reasons Date	:		:

Note: Each box stands for two or more 14 x 9 inches page in the original form.

Life Register of Official
In Afghanistan

Page

: Punishments and their	:	:
: Reasons	:	:
: Date	:	:
: Literary Works	:	:
: Honorary	:	:
: Services	:	:
: Symbols and Medals	:	:
: Awarded	:	:
: Marital Status	:	:
: Health Condition	:	:
: Military Service	:	:
: Performance	:	:

Life Register of Official
In Afghanistan

	Page
: Tours Inside and	:
: Outside the Country	:
:	:
: Crimes committed	:
: Outside the duty	:
:	:
: Transfers	:
:	:
: Promotions	:
:	:
: Professional Salary	:
:	:
: Personal Salary	:
:	:
: Discharge from the	:
: Service	:
:	:

PROMOTION FORM

Appendix II

Name () Father's Name () Office ()
 Rank () No.

Items	Supervisor's Evaluation	Supervisor's Evaluation	Remarks
1: Continuity, care and negligence in duty			
2: Competence in the assigned duty			
3: Ability in carrying out the position to which he is supposed to be promoted			
4: Ethical attitudes toward clientele and public			
5: Degree of intelligence			
6: Balance between his income and his standard of living			
7: Degree of success in keeping the dignity and status of the assigned duty			
8: Cleanliness			
9: Degree of hesitation, alertness, & creativity			

PROMOTION FORM

No	Items	Supervisor's Evaluation	Supervisor's Evaluation	Remarks
10	Ability for and success in encouraging and pro- moting the subordinates			
11	Degree of success in ren- dering the present duty and other worthwhile services			
12	Ability to issue immediate decisions in emergency cases and the ability to execute the,			
13	Rewards and punishments			
14	Degree of dependability and loyalty to the country & the king			
15	Respectability to super- iors and the degree of obedience to the laws regulation etc.			
16	Does the budget permit such promotion?			
17	Shall he be promoted or not?			

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Mr. Mohammad Alam, Personnel Officer in the Ministry of Education

Mr. Mohammad Anwar Head of the "Research Office" in the Prime Ministry.

Mr. Mozamel, a Member of the Board of Examination for Typing.

Mr. S. A. Baha, Director of Planning in the Ministry of Planning

Mr. S. Hasan Assistant Secretary of the Prime Minister

Mr. M. Shafee, Chief of the Civil Servants Trial Council

Also, interviews^{were} made, with personnel heads in various ministries.