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**USAID PROMOTE: WOMEN IN GOVERNMENT
Government of the Islamic Republic of Afghanistan Partnership Assessment**

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ACRONYMS

ACSI	Afghanistan Civil Service Institute
ANDS	Afghan National Development Strategy
APPF	Afghan Public Protection Force
CBR	Capacity Building for Results
CSMD	Civil Service Management Department
CSO	Civil Society Organization
DoWA	Directorate of Women's Affairs
GIRoA	Government of the Islamic Republic of Afghanistan
GU	Gender Unit
HR	Human Resource
HRMIS	Human Resources Management Information System
IARCSC	Independent Administrative Reform and Civil Service Commission
IDLG	Independent Directorate for Local Governance
IP	Implementing Partner
MAIL	Ministry of Agriculture, Irrigation and Livestock
MCN	Ministry of Counter Narcotics
MoCI	Ministry of Commerce and Industries
MoCIT	Ministry of Communications and Information Technology
MoCN	Ministry of Counter Narcotics
MoE	Ministry of Education
MoEC	Ministry of Economy
MoEW	Ministry of Energy and Water
MoF	Ministry of Finance
MoHE	Ministry of Higher Education
MoHRA	Ministry of the Hajj and Religious Affairs
MoIC	Ministry of Information and Culture
MoJ	Ministry of Justice
MoLSAMD	Ministry of Labor, Social Affairs, Martyrs and Disabled
MoMP	Ministry of Mines and Petroleum
MoPH	Ministry of Public Health
MoPW	Ministry of Public Works
MoRE	Ministry of Women's Affairs Organizational Restructuring and Empowerment Project
MoTCA	Ministry of Transport and Civil Aviation
MOU	Memorandum of Understanding
MUDA	Ministry of Urban Development
MoWA	Ministry of Women's Affairs
MRRD	Ministry of Rural Rehabilitation and Development
PLSO	Partner Liaison Security Office
TMAF	Tokyo Mutual Accountability Framework
USAID	United States Agency for International Development
WLD	Women's Leadership Development

EXECUTIVE SUMMARY

Promote is a joint commitment by the United States and Afghanistan Governments that will work to empower 75,000 women between the ages of 18 and 30, and help ensure these women are included among a new generation of Afghan political, business, and civil society leaders. USAID Promote: Women in Government, a task order under the Promote Indefinite Delivery Indefinite Quantity (IDIQ) contract, was designed to increase and advance the number of women in the Afghan Civil Service. In close coordination with the Ministry of Women's Affairs (MoWA), USAID Promote: Women in Government aims to ensure women are always represented at the highest levels of policy and decision-making in Afghan society and government. This component of Promote facilitates women's entry into decision-making roles in government service, encourages policy reform within the Government of the Islamic Republic of Afghanistan (GIROA) at both the national and regional levels, increases support for women in government, and establishes an internship program for high school and college female students interested in working within government ministries.

The USAID Promote: Women in Government program has three objectives:

- Facilitate women's entry into decision-making roles in government service
- Encourage a hospitable environment for female staff in government
- Increase local stakeholder support for women in government

To support the project's objectives, this Partnership Assessment was conducted to evaluate the mandate, political will, capacity, resources, system and processes of the potential Government partners from the Afghan ministries and provide recommendations based on findings. The Assessment examines the specific structural and policy related barriers facing women in government. The Assessment outlines: viable potential partners where future interns could be placed; mentors for the interns; available facilities and resources for interns within the existing government systems identified; and systems and processes that will provide opportunities for the interns to engage in meaningful work that will contribute to their professional development. Additionally, the Partnership Assessment also formulates a selection criteria for the hosting ministries, agencies and governors' offices to ensure objectives are met. During the data gathering period for the Partnership Assessment, tashkeel (government positions) of potential GIROA partners were analyzed and assessed to gauge the interest and willingness of ministries to hire interns into full-time tashkeel positions at the conclusion of the internship program.

Section I of the assessment outlines the methodology used to conduct the partnership assessment. Section II presents background information about the structure of the Civil Service in Afghanistan and the recruitment procedure. Section III describes and analyzes the findings and elaborates on how we conducted our evaluation. Section IV presents recommendations based on the data analysis to identify potential partner institutions where interns can be placed. Annexes A through D contain the bibliography, the list of meetings conducted, a framework for the questions discussed during the interviews, a list of state agencies, and selection criteria for mentors.

SECTION I. METHODOLOGY

The Partnership Assessment will be completed in two phases to mirror the program design wherein program activities begin in Kabul in year one with all other program activities in Mazar, Jalalabad, Herat, and Kandahar in year two. The research team used primary and secondary data collection methods in order to conduct the Partnership Assessment. The three methods used were: document reviews; structured and semi-structured interviews; and survey forms.

A. Document Reviews

The initial phase of the Partnership Assessment included a review of primary data sources such as Independent Administrative Reform and Civil Service Commission (IARCSC) laws, policies, and procedures. Other documents reviewed included human resources policies, civil service laws, criminal laws and penal code, personal affairs regulation and gender policies from the ministries. The documents were examined for completeness, effectiveness in achieving set objectives, and constraints.

B. Structured and Semi-Structured Interviews

During the data collection period a total of 64 civil servants were interviewed: five ministers, two deputy ministers, 22 human resource (HR) directors, 22 gender unit heads of ministries; four gender unit heads of independent agencies; four directors at the IARCSC; and five senior officials of Parwan Province, including the Governor. The interviews collected both quantitative and qualitative data from 33 male and 31 female government employees. Annex B provides the interview schedule and Annex C contains the questions asked. The following interview methods were used to collect the data:

- Semi-structured questionnaires with HR directors, directorate of women’s affairs (DoWA) directors, and technical level positions
- Structured questionnaires with Ministers, Deputy Ministers, Governors, and other senior officials
- Semi-structured questions with focus group discussions with of Gender Unit Heads

The ongoing elevated threats during the data collection period impacted the research team’s regional scope of the assessment limiting provincial visits to only a trip to Parwan province. During this visit to Parwan, the research team met with the Governor of Parwan, the director of DoWA, and an IARCSC representative.

C. Survey Forms

The research team also utilized survey forms as a means for collecting data on the tashkeel in the targeted ministries, independent agencies and Governors’ Offices. The purpose of the survey questions was to collect accurate, credible and confirmed data from the ministries. Specific information related to the total number of tashkeel positions (male, female, number of vacancies), annual tashkeel additions, total number of interns to be accepted by each ministry, relevant educational background, number of interns to be absorbed in the tashkeel, number of women in leading positions (Grade 3 and above), and any previous internship experience were also gathered through survey forms.

SECTION II. BACKGROUND

GIRoA continues to support women’s engagement in all aspects of society which extends to the civil service as is mentioned in Article 50 of the Afghanistan Constitution:

“The citizens of Afghanistan shall be recruited by the state on the basis of ability, without any discrimination, according to the provisions of the law.”

The Civil Service Law has been enacted in accordance with Article 50 of the Afghanistan Constitution, to establish sound administration, to implement reforms in the administrative system, and to regulate the activities of the Civil Service. The IARCSC has been assigned functions and responsibilities by the president based on the Decree No.25 dated 1382/3/20 (June 10, 2003) to lead public administration systems for the country, to coordinate all organizations of government to meet the development needs of society, to organize and improve administrative affairs within government and to organize and improve the personnel management of civil servants.

A. The Civil Service in Afghanistan

The public sector in Afghanistan is composed of 54 State agencies (26 ministries and 28 independent agencies). A complete list is available in Annex D. State agencies, including central government ministries, institutions, independent agencies, are considered to be primary budgetary units with their own discrete budgets. There is no legal document, which clearly indicates the characteristics of such units and differences between ministries and independent agencies. Independent agencies and commissions are established for specific purposes, sometimes on a temporary basis. Independent agencies report directly to the President. The President uses his/her full discretionary power to create such units; they are not subject to parliamentary control. Conversely, ministries are central administrative units recognized by the Constitution as formal administrative units. These units are subject to checks and balances. Parliament can conduct political reviews on them. Ministries usually have a greater number of activities. Furthermore, ministers are members of the cabinet and report directly to the president.

A clear requirement of the GIRoA is to build a modern, efficient and unified Civil Service – one that truly serves the needs of the people of Afghanistan by making the best possible use of all the government's available human and budget resources. To achieve that, an essential step was the creation of a fair and effective pay and grading structure for all civil servants. The purpose of the new Pay and Grading Process is to create efficient government services for the people of Afghanistan; clear ministerial structures and functions; proper allocation of work to civil servants; effective and motivated managers and staff; and a structure ensuring the recruitment and retention of the best available candidates.

The Pay and Grading Process was applied to a total of 398,195 civil servants serving State agencies (ministries and independent). Teachers and doctors are also considered to be civil servants, and more than half of the civil servants are teachers (215,194). Of the total number of civil servants, 111,958 work in various government institutions in Kabul while 286,237 work at the provincial level. Twenty-two percent of all the civil servants are female, most of whom are teachers.¹ Only

¹ Data collected from the CSMD directorate of policy and legislation.

nine percent of female staff are in leadership positions.² Table 1 shows the breakdown in terms of numbers and percentages.

Table 1: Civil Servants

Category	Number	Percentage
Total Number of Civil Servants	398,195	100%
- Teachers	215,194	54%
- Civil Servants in Kabul	111,958	28%
- Civil Servants in Other Provinces	286,237	72%
- Female Civil Servants	88,267	22%

B. Recruitment Procedure in the Civil Service

Long-standing practices of nepotism and hiring on the basis of ethnicity are relatively common. A merit-based recruitment system has not yet been institutionalized in many ministries/agencies. This means that the “best and brightest” are often passed over in favor of those who are “known”, contributing to an attitude of resentment and lack of motivation to work hard for advancement. The last time the IARCSC Appointment Board updated the Recruitment Procedure was in July 2014 to strengthen and implement a consistent, transparent and more accountable merit-based appointment process across government. On page 14 of the Recruitment Procedure, it is stated that when a man and woman qualify for a job, an extra five points is given to the woman in the final assessment. However, in conversations with HR directors, they indicated that just because it is stated on paper, affirmative action is not often practiced in reality.

On page 22 of the IARCSC Strategic Plan it is stated under specific initiatives:

Affirmative action recruitment program (including strategic communication campaign) will be designed and implemented. A more concerted effort will be made to redress the current gender imbalance in the Civil Service through greater recruitment of women. An affirmative action plan will be drafted in consultation with other key ministries. Efforts will be increased to recruit more women into the Civil Service and to provide them with education and training opportunities. The implemented plan will raise awareness of opportunities for women in the civil service at both the central and provincial levels and will aim not only to boost the numbers of female candidates applying, but also to support women’s advancement through the ranks of the civil service, so that they attain higher management positions.

Reviewing various government policies and plans revealed that there have been a number of affirmative action policies created to correct the gender imparities in the public sector. The main challenge is the lack of existing mechanisms to monitor the implementation of such policies.

SECTION III. FINDINGS AND ANALYSIS

This section provides a breakdown on the findings of the data collected through key documents, interviews, field visits and survey forms. A total of 23 ministries, independent agencies and Governors’ Offices were visited. 64 interviews were conducted with five ministers, two deputy

² Data collected from the Directorate of Gender/CSMD/IARCSC

ministers, 22 HR directors, 22 gender unit heads, and four directors at IARCSC. In addition, focus group discussions were conducted with gender unit heads of four independent agencies (High Office of Oversight, Afghanistan Civil Aviation Authority, National Environmental Protection Agency, and the Afghan Geodesy and Cartography Head Office) as well as with several leaders from Parwan: the Governor, spokesperson, DoWA director, head of provincial council, and the IARCSC representative.

During the assessment of the tashkeel of 23 ministries, agencies and Governors' Offices – a total of 353,024 (226,783 male and 81,208 female) positions – were analyzed, and 45,033 vacant positions were identified. Ministries committed a total of 1,428 interns and 352 mentors for the first two years. Two ministries (Ministry of Defense and Ministry of Hajj and Religious Affairs) did not provide their tashkeel positions due to confidentiality and classification of the data. The female representation in only five ministries was considered adequate: 60% in the Ministry of Labor, Social Affairs, Martyrs and Disabled (MoLSAMD); 40% in the Ministry of Women's Affairs (MoWA); 30% in the Ministry of Education (MoE); 25% in the Ministry of Public Health (MoPH); and 16% in the Ministry of Urban Development (MUDA). The remaining 18 ministries' female representation was below 15%.

The Partnership Assessment interview and survey questions were designed in such a way that, in addition to gathering the required information, the process assisted the research team in rating each ministry/agency against a pre-defined set of criteria encompassing political will; capacity; resources; policies and procedures; and systems and processes in place to enable possible future partnerships. This approach also provided an overall picture of available resources, systems and processes that need to be developed in order to make a partnership viable. As a means of identifying participating partners that have the capacity and willingness to host project interns, the research team identified the following illustrative pre-determined selection criteria. Partners and offices selected to receive USAID Promote: Women in Government interns must preferably have:

- Separate facilities (i.e. restrooms, prayer rooms, dining rooms) for women
- Safety and security measures
- Mentors who are willing and able to coach and mentor interns
- HR directorates equipped with an HR strategic Plan, functional (tashkeel, recruitment, training & Development, performance appraisal, and employee relation), trained staff and commitment to implement gender-sensitive and anti-harassment policies
- Gender units capable of mainstreaming strategies, policies, national priority programs and providing inputs in gender budgeting
- Conflict resolution process or committee
- Commitment from the senior management to accept and train the interns
- Willingness to hire female interns in full-time positions after the program
- High volume and strong record of service delivery

- Record of hiring women and promoting them to progressively responsible roles

Considering the above criteria, the research team used the five major categories mentioned above (political will; capacity; resources; policies and procedures; and systems and processes), and 10 subcategories, to create a rating system. This rating system was developed to identify key partners based on their political will, commitment, willingness to hire female interns for full-time positions, availability of resources, facilities, and key systems and processes supporting the internship program. The rating was classified as: 1-3 (Poor), 4-6 (Satisfactory), 7-8 (Good), 9-10 (Outstanding), and each subcategory was scored from 1 to 10 based on information gathered through interviews. The higher the rating a ministry achieved, the better the chance that the USAID Promote: Women in Government project will partner with that ministry during the internship program.

The rating was applied on all ministries, and based on the rating classification, 16 ministries were rated as “good” and the remaining seven as “satisfactory”. None were classified as “outstanding”. For its pilot, The USAID Promote: Women in Government project can introduce the selected 25 interns to ministries identified as key partners from the Key Partner’s Selection Criteria table in Table 5 of Section IV: Recommendations.

Below are summaries of findings related to the five major categories that the USAID Promote: Women in Government team assessed: political will; capacity; resources; policies and procedures; and system and processes.

A. Political Will

Political will is a political actor’s determination (individual or organization) to do and say things that will produce a desired outcome. In the context of this Partnership Assessment, political will is defined as the current level of female representation or current record of hiring females, the willingness to hire female interns in full time positions, and the commitment to accept, train and mentor interns by the ministry. Currently, GIRoA is being widely criticized by the international community and civil society organizations for female underrepresentation across the board. Since assuming office, Afghanistan’s President, Mohammad Ashraf Ghani, and his Chief Executive Officer, Abdullah Abdullah, have made efforts to increase the participation of women in the political arena.

Recently, women have been selected as ministers in the cabinet, ambassadors to represent Afghanistan as top diplomats abroad, and governors in the provinces of Ghor and Bamyan. Additionally, women have been appointed as the head of the Afghan Women Judges Association, a nine-member bench, and all ministers were asked to appoint one female deputy minister within their own ministries.

President Ghani’s influence in increasing women’s participation in GIRoA has to some extent changed the attitude within the government as was seen by cabinet ministers, deputy ministers, governors, and technical positions showing support for the USAID Promote: Women in Government project. Of the 23 national government offices studied, 21 of them welcomed the approach of increasing female representation in leadership positions. The remaining three ministries (Ministry of Defense and Ministry of Hajj and Religious Affairs), although verbally

endorsing the program, did not share tashkeel related information due to confidentiality. The leadership within the ministries and independent agencies have committed their existing capacity, resources, systems, and policies for the success of the program, and have assigned HR directors to cooperate in the process of increasing the number of women in the Civil Service.

For the Partnership Assessment report, the tashkeel for each ministry, independent agency, and Governor's office was thoroughly analyzed, vacancies and relevant departments were identified, the possibility of placing interns in those departments that contained a high number of vacancies was discussed, and an agreement was reached on the number of interns to place within each entity during various phases of the internship program.

Commitment to Accept, Train and Recruit Interns

During the data collection phase of the Partnership Assessment, the research team analyzed the tashkeel of selected government ministries, taking stock of all vacant positions as a means of evaluating the position for its technicality, relevance to educational background of interns and their location to make sure interns will be able to occupy those positions after successful completion of the internship program. Moreover, the selected ministries confirmed the number of interns they will accept for the internship program. Table 2 indicates a comparison of the ministries with their capabilities in terms of overall tashkeel positions, vacant positions and their commitment to accept interns.

Table 2: Commitment to Accept Interns

S/N	Ministry/Agency	Total tashkeel positions				Commitment to host Interns			
		Male	Female	Vacant Positions	Total Tashkeel	1st Cohort (Pilot)	2nd Cohort (Sept 2015)	3rd Cohort (2nd Year)	Total
1	Ministry of Finance	8011	623	340	8974	12	30	108	150
2	Ministry of Agriculture, Irrigation and Livestock	7185	272	927	8384	15	50	0	65
3	Ministry of Commerce and Industries	862	126	146	1134	5	25	0	30
4	Ministry of Economy	723	109	150	982	3	15	12	30
5	Ministry of Education	158784	67391	38821	264996	25	100	195	320
6	Ministry of Mines and Petroleum	2061	282	361	2704	5	15	15	35
7	Ministry of Public Health	9444	3142	1299	13885	5	20	0	25
8	Ministry of Public Works	2592	157	327	3076	5	10	0	15
9	Ministry of Women's Affairs	289	195	55	539	0	0	0	0
10	Ministry of Transport & Civil Aviation	932	62	76	1070	5	5	18	28
11	Ministry of Communication and Information Technology	2117	299	376	2792	15	20	0	35
12	Ministry of Energy and Water	2397	205	445	3047	15	50	15	80
13	Ministry of Information and Culture	1509	216	100	1825	10	50	80	140
14	Ministry of Urban Development Affairs	659	122	83	864	5	20	0	25
15	Ministry of Rural Rehabilitation & Development	1771	133	200	2104	10	30	50	90
16	Ministry of Justice	1752	113	314	2179	5	10	29	44
17	Ministry of Counter Narcotics	422	26	9	457	2	5	0	7
18	Parwan Province	9256	1320	368	10944	0	50	50	100
19	Ministry of Higher Education	11046	1798	0	12844	4	20	0	24
20	Ministry of Labor, Social Affairs, Martyr and Disabled	2937	4404	565	7906	5	30	0	35
21	Ministry of Interior (Civilian Positions)	2034	213	71	2318	0	50	100	150
22	Ministry of Defense	0	0	0	0	0	0	0	0
23	Ministry of Hajj and Religious Affairs	0	0	0	0	0	0	0	0
Total		226783	81208	45033	353024	151	605	672	1428

Note: Only 21 of the 23 government entities interviewed provided their tashkeel. MoD and MoHRA did not provide information.

Looking at the number of vacant positions and the likelihood of ministries accepting interns, it can be understood that there is a high possibility of absorbing interns into the ministry tashkeel after successful completion of the program. However, a number of vacant positions are located in insecure provinces or they are highly technical positions. To date, the USAID Promote: Women

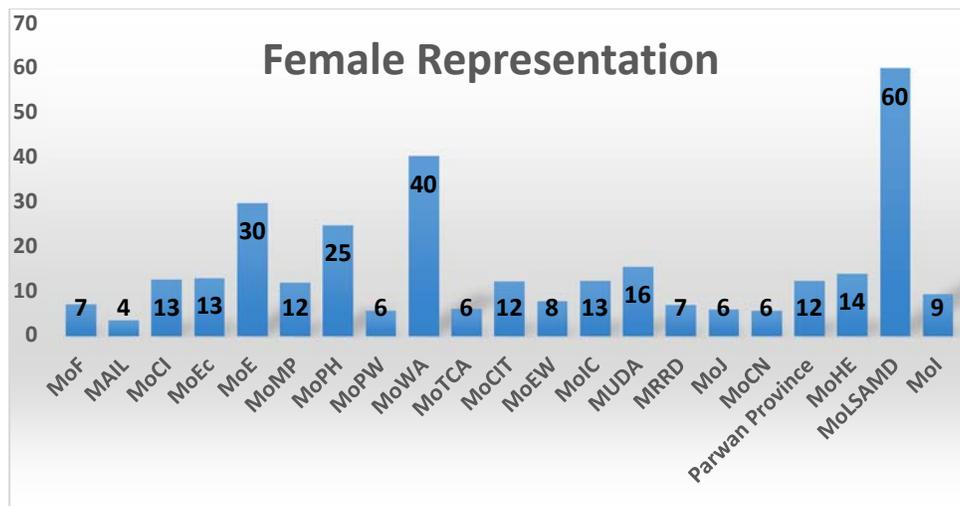
in Government project has identified a total of 45,033 vacant positions into which interns might be accepted as listed in Table 2.

All ministries/independent agencies follow IARCSC’s laws, policies and recruitment procedures. To comply with those laws, they cannot fully guarantee the recruitment of the interns after successful completion of the internship program. Despite that, ministries further agreed to work on a mechanism to identify key positions and even reserve those positions for qualified female candidates. Five of the HR directorates agreed to start succession planning processes at their ministries and identify potential female staff members for some of the existing reserved positions for women. Female teachers at MoE, nurses and midwives at MoPH, all staff of the Home Economy Directorate at the MAIL, and some support positions at the MRRD, were some of the examples of reserved positions. As the trend shows, the reserved positions are culturally acceptable for women.

Female Representation in GIROA

Ministries and government officials admitted that the current female representation as shown in Figure 1 below, is unacceptable, and have agreed to undertake certain steps to gradually increase the percentage of females employed by GIROA. Of the 23 national government offices interviewed, five have agreed to create a separate desk for female candidates, provide them with pre-selection orientation and through their gender units, prepare them for written tests and interviews. They have also committed to introduce the interns to all departments that have a high number of vacancies, in order to support them with relevant experience and increase the possibility of their filling those positions. Figure 1 shows the percentage of female representation in each ministry.

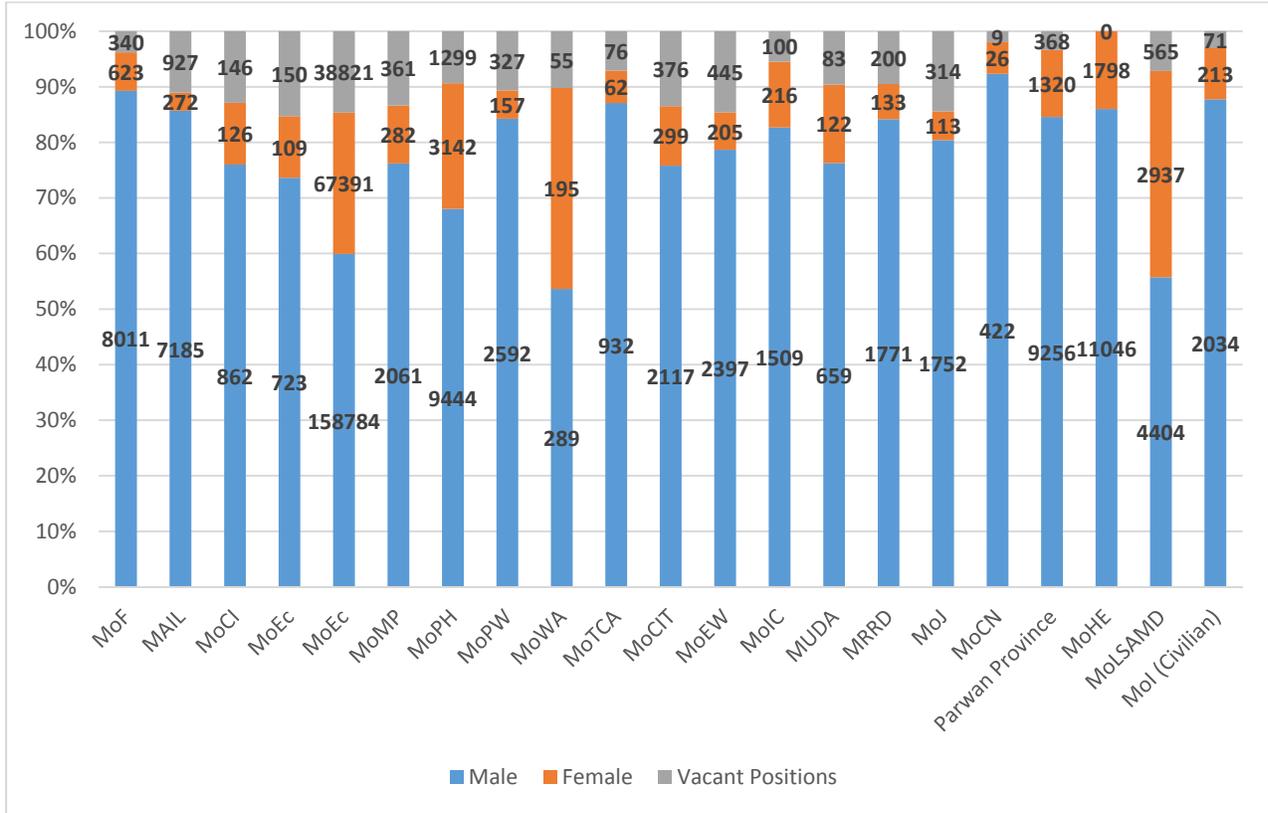
Figure 1: Female Representation in GIROA



Note: Only 21 of the 23 government entities interviewed provided their tashkeel. MoD and MoHRA did not provide information.

For further clarification, a comparison of tashkeel positions based on male, female and vacant positions is shown in Figure 2.

Figure 2: Comparison of Male, Female and Vacant Positions in GIROA



Note: Only 21 of the 23 government entities interviewed provided their tashkeel. MoD and MoHRA did not provide information.

B. Capacity of Ministries / Independent Agencies

Human Resources Directorates

With the implementation of the second generation of public administrative reforms which began in 2008, the IARCSC has established HR directorates that are embedded in each ministry. The HR directorates mainly consist of five major sections which are: Organizational Development Section, Recruitment Section, Training and Development Section, Performance Appraisal and Records Keeping Section and Employee Relations Section. The mandate of the HR directorates is to design and analyze an organizational structure (tashkeel); monitor the implementation of its tashkeel and maintain records of merit-based appointments against vacant positions; obtain updated information from Human Resources Management Information System (HRMIS) for the purpose of HR planning and job analysis; forecast human resource requirements by analyzing staff numbers, appropriating competencies and ensuring alignment with a ministry’s objective of efficient and effective service delivery; coordinate training courses, workshops, conferences, seminars etc.; monitor job-descriptions of the civil servants and ensure that they are prepared on IARCSC’s prescribed format; ensure that the provisions of the civil servants’ law and the relevant rules, regulations and procedures are being adhered to; and ultimately to monitor the progress based on performance appraisals of civil servants. During the Partnership Assessment, the HR directorates in all 22 ministries were assessed for their HR strategic plan, functional (tashkeel, recruitment,

training & development, performance appraisal, and employee relation), trained staff, willingness to accept and hire interns in full time tashkeel positions and their commitment to implement gender-sensitive and anti-harassment policies. All 22 HR directorates were deemed capable service delivery units as counterparts for the success of the USAID Promote: Women in Government project internship program. The HR directorates were found well-equipped in terms of capacity, resources and facilities, and all five sections were fully functioning.

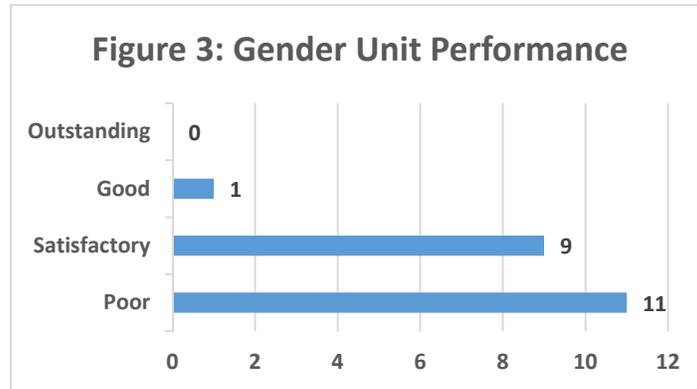
Of the 22 ministries assessed, six of the HR directors have introduced their focal points to act as coordinators for the program. The remaining 16 HR directors have agreed to introduce their focal points when the interns are placed at their ministries. 18 out of 22 HR directorates have agreed to allow the interns to benefit from the in-house trainings offered to ministry staff while the remaining four did not have internal training programs in place. Such trainings include courses on the English language, information technology (IT), and other trainings identified to build capacity in the ministry. While ministry staff are eligible for long term fellowships and scholarships through civil service law, the HR directors were not willing to extend this benefit to the USAID Promote: Women in Government interns or any other internship program because interns are not considered fulltime employees and therefore are not eligible to participate in these programs.

Gender Units

Recently, the GIRoA has been giving increased attention to ensuring cross-cutting issues are addressed in policies. The Afghan National Development Strategy (ANDS) recognizes the primary cross-cutting themes as: gender, regional cooperation, counter-narcotics, anticorruption, capacity development, and environmental management. ANDS stresses that government entities “will need to (i) foster a work environment that supports egalitarian relationships between women and men; (ii) establish internal enabling mechanisms for gender equality; and (iii) support women’s Shuras”.

To support the above objectives, the gender units (GUs) were added in the tashkeel of each ministry to ensure equal opportunities for women. The GUs were further tasked with supporting ANDS’s strategy for gender equality which envisions “a peaceful and progressive Afghanistan where women and men enjoy security, equal rights and opportunities in all spheres of life.” The GUs are responsible for reviewing the current ministry positions and identifying initiatives to improve their status. They play a clear role in ensuring equal opportunities for women and men in key sectors and in encouraging greater female representation in business associations and advocacy groups.

For the Partnership Assessment, HR Directors were asked about the current performance of the gender units at their respective ministries. Out of 22 HR directors, one director has rated the GUs as “good”, nine as “satisfactory” and 11 as “poor.” Figure 3 depicts the responses of HR directors on gender units. All the HR directors recognized the mandate of the gender units, however few recognized the impact of the gender unit in addressing gender constraints within the ministries. They further admitted that gender units are not consulted during the ministerial policy research, review, or finalization process to address gender consideration at that time.



For the Partnership Assessment, 22 gender unit heads of ministries and four independent agencies were interviewed to assess the availability of functioning GUs as well as position, authority, autonomy within the ministerial structure (organogram), access to budget, and suitable office space and technical equipment. After having interviews and focus group discussions with members of 26 GUs, the research team found that the gender units were marginalized within government institutions due to limited access to senior management, rare participation in senior management meetings and no access to budget. The GUs also lacked legitimacy, support and the respect they required to be effective advocates because they were placed under various departments with low job grades and without a unified and comprehensive term of reference. Additionally, they were not allowed to participate in recruitment panels of Grade 1 and 2 positions. The gender units have little or no authority with limited capacity to carry out responsibilities.

All 26 gender units were understaffed and were underperforming due the lack of technical and financial support. They were underequipped and four out of 26 did not even have office spaces. The gender units require substantial assistance in order to improve their professional and work capacity. Supplementing the Partnership Assessment, the USAID Promote: Women in Government team conducted a gender focus group discussion with gender units from ministries and independent agencies to outline some of the challenges female workers would face when entering the government sector. These challenges are summarized below:

1. Male-dominated society and restrictions from families to work outside the home, or more particularly to work in the government sector
2. Low capacity of females to compete in open market competition – particularly in sectorial ministries
3. Lack of awareness – female candidates and their families are not aware that working in the government sector is safe for females
4. Low salary levels within the government sector limits the options for young female graduates to apply and work with government
5. Very high job requirements of two to three years relevant work experience in Grades 4 and 5
6. Senior positions of Grade 2 requires Minister/Deputy Minister and commission decision
7. Cultural barriers (negative mindset toward women, women’s attire in the workplace)
8. Lower education rate of females in general
9. Cases of harassment

C. Resources

One of the primary criteria in selecting key partners is whether a ministry/agency has available resources, facilities, and other necessary amenities to qualify them for a partnership with the USAID Promote: Women in Government internship program. In principle, all selected ministries have committed resources, space, facilities, and potential mentors to show their support and dedication to the program, but looking at the Table 3, some key requirements are missing in the ministries or government offices that will have a direct effect on interns’ experience.

Table 3: Work Stations, Facilities, Health & Safety, and Security Analysis

SIN	Ministries/Agencies	Work Station					Facilities					Health & Safety					Security					%	Remarks
		Space	Desk & Chair	Computer	Internet	Stationary	Separate Restrooms *	Separate Dining**	Separate Prayers room ***	Standard Daycare****	Pick & Drop	Clinic	Doctor	Nurse	Fire Extinguisher	First Aid Kit	Security Updates	Security Alarm & Cameras	Work place Signage & symbols	Safe rooms	ID Card		
1	MRRd	Yes	Yes	No	No	Yes	Yes	No	Yes	No	Yes	Yes	Yes	Yes	Yes	No	No	Yes	Yes	Yes	70	Acceptable	
2	MoF	Yes	Yes	No	Yes	Yes	Yes	No	Yes	No	Yes	Yes	Yes	Yes	Yes	No	No	No	No	Yes	65	Acceptable	
3	MoI	Yes	Yes	No	No	Yes	Yes	No	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	65	Acceptable	
4	MAIL	Yes	Yes	No	Yes	Yes	Yes	No	Yes	No	Yes	Yes	No	Yes	Yes	No	Yes	No	No	Yes	60	Acceptable	
5	MoCI	Yes	Yes	No	No	Yes	No	No	Yes	No	Yes	Yes	Yes	Yes	Yes	No	Yes	No	No	Yes	60	Acceptable	
6	MoMP	Yes	Yes	No	No	Yes	Yes	No	Yes	No	Yes	Yes	Yes	No	No	Yes	Yes	No	No	Yes	60	Acceptable	
7	MoTCI	Yes	Yes	No	Yes	Yes	Yes	No	Yes	No	Yes	Yes	No	Yes	Yes	No	Yes	No	No	Yes	55	Acceptable	
8	MUDA	Yes	Yes	No	No	Yes	No	No	Yes	No	Yes	Yes	Yes	Yes	Yes	No	No	No	No	Yes	55	Acceptable	
9	MoE	Yes	No	No	No	Yes	Yes	No	Yes	No	Yes	Yes	Yes	Yes	No	No	No	No	No	Yes	50	Satisfactory	
10	MoPW	Yes	No	No	No	Yes	No	No	Yes	No	Yes	Yes	Yes	Yes	No	No	No	No	No	Yes	50	Satisfactory	
11	MoLSAMD	Yes	Yes	No	No	Yes	Yes	No	Yes	No	Yes	No	No	Yes	Yes	No	Yes	No	No	Yes	50	Satisfactory	
12	MoTCA	Yes	Yes	No	No	Yes	Yes	No	Yes	No	Yes	No	No	Yes	No	Yes	Yes	No	No	Yes	50	Satisfactory	
13	MoD	No	No	No	No	Yes	No	No	Yes	No	Yes	No	Yes	No	Yes	Yes	Yes	No	Yes	Yes	50	Satisfactory	
14	MoPH	Yes	Yes	No	Yes	Yes	No	No	Yes	No	No	No	No	Yes	Yes	No	No	No	Yes	Yes	45	Unsatisfactory	
15	MoIC	No	Yes	No	No	Yes	No	No	Yes	No	Yes	No	No	Yes	Yes	No	Yes	No	No	Yes	40	Unsatisfactory	
16	MoEW	Yes	No	No	No	Yes	Yes	No	Yes	No	Yes	No	No	Yes	Yes	No	No	No	No	Yes	40	Unsatisfactory	
17	MoHE	Yes	Yes	No	No	Yes	No	No	Yes	No	Yes	No	No	Yes	Yes	No	No	No	No	Yes	40	Unsatisfactory	
18	MoCN	Yes	Yes	No	No	Yes	No	No	Yes	No	Yes	No	No	Yes	Yes	No	No	No	No	Yes	40	Unsatisfactory	
19	MoJ	Yes	No	No	No	Yes	No	No	Yes	No	Yes	No	Yes	Yes	No	No	No	No	No	Yes	40	Unsatisfactory	
20	MoEc	Yes	No	No	No	Yes	Yes	No	Yes	No	Yes	No	No	No	No	No	Yes	No	No	Yes	35	Unsatisfactory	
21	MoHRA	Yes	Yes	No	No	Yes	No	No	Yes	No	Yes	No	No	No	Yes	No	No	No	No	Yes	35	Unsatisfactory	
22	Parwan Governor Office	Yes	Yes	No	No	Yes	No	No	Yes	No	No	No	No	No	No	Yes	No	No	No	Yes	33	Unsatisfactory	
23	MoWA	Yes	No	No	No	Yes	Yes	No	Yes	No	Yes	No	No	No	No	No	No	No	No	Yes	30	Unsatisfactory	

Looking at Table 3, ministries are clearly lacking some of the basic requirements such as desks, chairs, internet and computers that will hinder the interns’ learning experience if these issues are not addressed. With the exception of the MoPH and the Parwan Governor’s office, a pick-up and drop-off area for interns was not a big problem.

Table 3 has 20 columns and is populated with “Yes” and “No”. The percentage at the end of the table is calculated based on the number of “Yes(es)”. Eight of the 23 ministries consulted scored “acceptable”; five scored “satisfactory”; and the remaining 10 scored “unsatisfactory” and would require significant improvements to ensure their facilities meet the minimum standards for access by both male and female staff.

Work Station, Facilities, Health and Safety

The USAID Promote: Women in Government project is committed to maintaining a work environment where employees and its beneficiaries are comfortable and free from concern for their personal well-being. Having considered that, one of the critical areas that the Assessment emphasized is the need for minimum standards for facilities at the workplace of potential partners. All government offices were evaluated on their facilities, the resources available to ensure health and safety of their workers, and the security precautions taken to confirm that the workplace is safe, secure, user friendly and conducive to female workers. The Assessment findings under Table 3 show that separate restrooms for women, proper prayers rooms and safe childcare facilities are clearly lacking, which might hinder women's consideration to enter work outside the home or apply for positions in government. Of the 23 government offices assessed, 11 were using shared lockable restrooms, and all lacked separate dining facilities and standard day care facilities.

Security

The initial security assessment within the ministries as depicted in Table 3 indicates that none of the 23 interviewed government ministries, agencies, and provincial offices had security procedures in place. Only three had safe rooms; 10 were equipped with a security alarm and cameras but none of them were operational; there were no mechanisms to provide security updates and instructions; and knocking on doors or telephone calls were the only means to inform each other of security incidents. Ministries further lacked informational signage to guide staff or visitors to offices, meal or bathroom facilities. On the other hand, all of the selected ministries, independent agencies, and provincial offices were guarded by the Afghan police and Afghan Public Protection Forces (APPF).

The security section of this report will be shared with the Chemonics security team to review all locations on an ongoing basis to assess potential threats. Interns will not be placed in locations or situations that could jeopardize their safety.

Mentorship

Mentoring is an integral part of the USAID Promote: Women in Government's internship program. During the Partnership Assessment, 23 ministries and Parwan Governor's Office were asked to introduce capable mentors from Grade 3 or higher. The reason why Grade 3 and above was chosen for mentorship is because, these grades are considered leadership positions that can supervise, guide, and support interns with the development of their professional skills throughout their assignment.

The ideal mentor candidate would be a female with a successful career in government in a leadership position. These women would personally understand the cultural challenges facing the interns, and, having attained a higher grade level, would be able to provide specific advice about how to navigate the challenges to grow professionally in a government career. Male government employees in Grade 3 and higher who are strong champions for women's rights are another group that can be considered, but with a condition to remain cognizant of cultural norms and sensitivities to make sure that the interns and their families are comfortable with peer groups led by male mentors.

Both the ministries and the USAID Promote: Women in Government team have agreed upon four key characteristics that mentors should exemplify: positive attitude, strong character, professional competence, and excellent communication and interpersonal skills. Positive attitude and strong

character is being defined as having a strong commitment to the management profession, willingness to serve as a role model for the interns, and willingness to share ideas and information with the interns and USAID Promote: Women in Government team. Professional competence includes expert knowledge of civil service and the relevant ministry's scope of work, excellent office and project management skills, and being regarded by colleagues as an outstanding civil servant/manager. Employees or managers with strong communication skills are able to articulate effective instructional strategies, willing to listen attentively, and are able to offer critiques in positive and productive ways. Important interpersonal skills for mentors include the ability to maintain trust, attentiveness to sensitive political and social issues, and the aptitude to easily establish rapport with interns.

Ministries confirmed 352 mentors for the 1,428 interns identified under Table 4. USAID Promote: Women in Government project will send official letters to all the Deputy Ministers and HR directors to introduce mentors based on the pre-determined selection criteria. The mentorship is meant to complement the trainings conducted by the Afghanistan Civil Service Institute (ACSI) and the Promote: Women's Leadership Development (WLD) project. It is required by the USAID Promote: Women in Government contract that all project interns be assigned a mentor in order to further build upon their professional abilities and gain a stronger understanding of the expectations of ministry employees for future employment opportunities.

During the Partnership Assessment, the HR directors and gender unit heads have agreed to publicize an internal campaign to promote the internship program and encourage employees to express interest in serving as a mentor. The USAID Promote: Women in Government project is considering non-monetary incentives to encourage government employees to participate as mentors in the program. In addition to linking successful mentors to the scholarship programs and assisting with their applications for scholarships to attain graduate degrees, an award program capitalizing on the prestige of public recognition and acknowledging strong mentoring as a professional goal to be celebrated will also be undertaken. The selection of mentors excelling in their roles will be done through performance appraisals and feedback from the mentees and host ministries. Only the best mentors will be offered the incentives.

During the visit to the Parwan province, it was found that due to a lack of female mentors in Grade 3 or higher, the USAID Promote: Women in Government team will liaise with the governor's office, the Director of DoWA, and the IARCSC representative to identify potential mentors through the following avenues:

- Pair interns with a mentor from DoWA or with a supportive male civil servant whose interests are professionally aligned
- Seek recommendations from governors and directors of the line ministries
- Identify male government employees in Grade 3 and higher who are strong champions for women's rights
- Engage women outside of the ministries from civil society organizations (CSOs) or other creditable organizations operating in the same locations

In Kabul, several factors exist that can make it difficult for ministries to identify mentors who have most or all of the desired qualities. Currently, there is a small number of female mentors in Grades 2 and 3 at the ministry level. Many employees of the ministries, especially in Grades 2 and 3, who demonstrate most of the qualities of an effective mentor have already assumed many additional responsibilities in their ministries and, as a result, do not have additional time to allocate time in order to serve as a mentor.

Serving as a mentor is voluntary and most of the potential mentors indicated they would not dedicate additional time to the required responsibilities without receiving compensation. In view of these challenges, the USAID Promote: Women in Government team, with cooperation from the host ministries, is dedicated to identifying and selecting mentors who demonstrate the desired qualities associated with effective mentoring and who will accept a mentoring job without compensation. The selection of qualified mentors will take place through an exercise and pre-defined selection criteria as given under Annex E. The selection of mentors will take place during the nine month period that the interns are busy attending trainings.

The initial commitment by the ministries show that they are ready to engage 352 mentors for 1,428 interns. The selection of USAID Promote: Women in Government interns and training will begin before the interns are deployed to the ministries. Half of the HR directors (11 of 22) interviewed were concerned about the lack of monetary compensation and additional workload of mentors over a long period of time. The ministries also recommended coaching and mentoring training as a basic requirement for all the mentors.

Table 4 shows the commitment from each ministry to provide mentors during each cohort of interns with the USAID Promote: Women in Government project.

Table 4: Commitment for Potential Mentors

S/N	Ministry/Agency	Commitment for Interns				Commitment for Potential Mentors
		1st Cohort (Pilot)	2nd Cohort (Sept 2015)	3rd Cohort (2nd Year)	Total	
1	Ministry of Finance	12	30	108	150	50
2	Ministry of Agriculture, Irrigation and Livestock	15	50	0	65	8
3	Ministry of Commerce and Industries	5	25	0	30	10
4	Ministry of Economy	3	15	12	30	13
5	Ministry of Education	25	100	195	320	60
6	Ministry of Mines and Petroleum	5	15	15	35	10
7	Ministry of Public Health	5	20	0	25	6
8	Ministry of Public Works	5	10	0	15	5
9	Ministry of Women's Affairs	0	0	0	0	0
10	Ministry of Transport & Civil Aviation	5	5	18	28	8
11	Ministry of Communication and Information Technology	15	20	0	35	10
12	Ministry of Energy and Water	15	50	15	80	20
13	Ministry of Information and Culture	10	50	80	140	31
14	Ministry of Urban Development Affairs	5	20	0	25	8
15	Ministry of Rural Rehabilitation & Development	10	30	50	90	28
16	Ministry of Justice	5	10	29	44	10
17	Ministry of Counter Narcotic	2	5	0	7	2
18	Parwan Province	0	50	50	100	25
19	Ministry of Higher Education	4	20	0	24	0
20	Ministry of Labor, Social Affairs, Martyr and Disabled	5	30	0	35	8
21	Ministry of Interior	0	50	100	150	40
22	Ministry of Defense	0	0	0	0	0
23	Ministry of Hajj and Religious Affairs	0	0	0	0	0
Total		151	605	672	1428	352

Embedded Internship Coordinators and Focal Points

Of the 23 national government offices interviewed, six have introduced their internship coordinators/focal points. These focal points are mostly from the Training and Development departments and have committed to open communication, cooperation and monitoring of the internship program. The other 17 have agreed to introduce their coordinators/focal points when the interns are officially placed at their ministry. Each ministry is responsible for naming one person as their internship team lead or focal point who will be managing the coordination of monthly meetings between IARCSC, line ministries, and governor's offices in order to ensure clear communication on any issues as they arise during the implementation stage of the internship program. The prime responsibility of the internship coordinator is to identify a list of activities and initiatives in which interns can engage.

D. Policies and Procedures Supporting Women

During the Assessment it was found that the ministries lack effective policies to prevent or address cases of harassment or promote gender equality. Where policies do exist, there is a widespread lack of political will and technical capacity to implement the policies. It is clear, based on feedback received from respondents (HR directors and gender unit heads), that existing policies and procedures are not successful in providing adequate support or protecting women in the workplace.

There is an urgent need to enact the anti-harassment regulation initiated by MoWA which includes a guideline on implementation through which individuals who have been the target of harassment can file a complaint, the complaint will be investigated, and through which people will be fired and barred from future employment when appropriate. Additionally, there is a need for conducting an assessment within ministries with technical support from USAID Promote: Women in Government, to review the existing policies and recommend changes and new ideas for positive

discrimination and better implementation of positive discrimination and gender policies. According to Mr. Masood Mokhlis, Director of Policy and Legislation of IARCSC, “the recruitment procedure is currently under amendment” and this is a good time to provide inputs to IARCSC for consideration.

Positive Discrimination Policy

GIRoA ministries are responsible for implementing the IARCSC’s recruitment procedure on the basis of merit, fairness and open competition. Male and female employees can compete for positions announced then, following the interview, based on the existing Positive Discrimination Policy the female candidates receive five additional points to their evaluation score, to encourage her to enter the public sector. This policy applies to all GIRoA ministries and governmental entities however, in specific sectorial ministries, there are very few or no female applicants to pull from. Based on the findings of the Partnership Assessment, it is recommended that the ministries promote the existing Positive Discrimination Policy and explore other means to increase female participation in Afghan civil service.

Gender Policy

The Partnership Assessment found that 18 out of 23 government offices interviewed were following the IARCSC Gender Policy. Of the selected ministries, five ministries (MoE, MAIL, MoF, MoJ, and MoHE) had developed their own separate gender policies. Despite having the Gender Policy, only five ministries/agencies are implementing the policy seriously and the rest do not have implementing guidelines or procedures in place. If they do have procedures in place, they are underutilized or not utilized at all. The reason why the Gender Policy is not being implemented is because it is still not considered as a living document and the leadership of the ministries view the policy as symbolic and imposed. The Technical Deputy Minister of Mines and Petroleum (MoMP) referred to the Gender Policy and female representation in the civil service as a “Luxury at this time due to heightened threats of Taliban”. The policy is very general in nature and requires specific provisions which the ministries are unwilling to provide. The Partnership Assessment supports the recommendation of building the capacity of the GUs within ministries in order to tailor the provision of the policy as is required by the ministries’ mandates.

Anti-harassment Policies

Harassment in the workplace and a lack of mechanisms to address complaints is one of the main impediments of female participation in the Afghan workforce and one of the biggest social concerns in Afghanistan. Harassment is prevalent on the streets of Kabul, in offices, and common spaces and there is a lack of initiative, awareness, and dialogue advocating for the elimination of harassment. Afghan women frequently face some sort of violence in the private and public spheres. A study shows that “87.2 % of Afghan women face at least one type of violence”³. One prevalent, yet unspoken type of violence against women is sexual harassment in public places. For many women who overcome the challenges of working outside the home, harassment is commonplace and sometimes even expected.

None of the ministries, agencies and provincial offices interviewed have anti-harassment policies or guidelines. Ministries refer to some of the provisions of IARCSC’s code of conduct and Personal Affairs Regulation as anti-harassment instruction which is vague and unclear.

³ Stop Violence against Women in Afghanistan: 2011

As a means to address the aforementioned issues around the lack of implementation of anti-harassment policies, there has been a surge in ministries and public institutions finding innovative ways to change the current trend. For example, the universities in Kabul have begun hosting sexual harassment campaigns on an ongoing basis. The Ministry of Counter Narcotics is one of the ministries championing the fight to implement anti-discrimination policies and is conducting sexual harassment campaigns to raise awareness. The Independent Directorate of Local Governance (IDLG) has issued an anti-harassment policy for its employees, which identifies forms of harassment and outlines investigative and disciplinary procedures. IDLG's "zero tolerance for harassment" policy guideline is a small but unprecedented move to make the workplace conducive for women and men to work side-by-side. MoWA, as part of the London Commitment and Tokyo Mutual Accountability Framework (TMAF) has finalized an anti-harassment regulation that will be used by GIRoA in its entirety once it is approved and ratified by the government.

The assessment indicates that almost all ministries, including MoWA require technical assistance for developing an implementation guideline for the Anti-Harassment Regulation and other policies.

Conflict Resolution Committee

Each ministry houses a conflict resolution committee, headed by the HR Director, who is responsible for responding to cases and inquiries through an established procedure. Although the system exists, only few cases of complaints have been processed through this committee or other formal channels. Since Afghanistan is a traditional society even governmental employees would prefer having their cases resolved through informal procedures (mediation). The Employee Relations departments of each ministry confirmed there were very rare cases of complaints filed by females and processed through the system. Again, being a traditional society a female complainant would rarely ever be ready to have her case publicly discussed and resolved, even if that entity is a governmental ministry. Throughout the interviews conducted with 22 HR Directors, only the Ministry of Commerce and Industries (MoCI), MAIL, MoJ, Ministry of Communication and Information Technology (MoCIT), Ministry of Information and Culture (MoIC) and MRRD confirmed 13 cases of harassment reported to HR or the conflict resolution committee. They also stated that these cases were per the conflict resolution procedures from the previous year. In some instances, it was reported by MAIL and MoCIT that cases were taken directly to the deputy minister level for mediation, surpassing the HR directorate and the conflict resolution committee completely. This indicates that there is little trust in the HR directorate and the conflict resolution committee; a lack of policies and procedures in place to safeguard the complainant; and the complainant is afraid of future consequences, or if female, the complainant does not want her family to know. Social stigma is a big reason why harassment cases are never filed or discussed.

E. Systems and Processes

Existing Internship Programs

Almost all ministries, except the Ministry of Interior and the Ministry of Foreign Affairs, had some sort of internship program for university graduates. These internship programs were not part of their HR strategic plan or any other formal operating guidelines of the ministries. The HR directorates normally receive interns on an ad hoc basis, and they are introduced to the department for briefing and orientation without a proper skills transfer plan. However, the HR directorates were willing to have a full-fledged internship program under their Capacity Building Departments,

and referred to the Capacity Building for Results (CBR) internship program funded by the World Bank to lay the foundation. Ministries also confirmed that internship programs sometimes exist in their development projects and donor funded programs. For example, the HR directorate of the Ministry of Commerce and Industry recently signed a one year memorandum of understanding with the Swiss Embassy for an internship program for 30 new graduates (20 female and 10 male).

SECTION IV: RECOMMENDATIONS

The Partnership Assessment interviews and survey questions were designed in such a way to rate each ministry/agency against a pre-defined set of criteria for political will; capacity; resources; policies and procedures; and systems and processes, which could lead to a future partnership. The approach also provided an overall picture of available resources, systems and processes in addition to gaps to address for a successful partnership. The ratings were classified as: 1-3 (Poor), 4-6 (Satisfactory), 7-8 (Good), 9-10 (Outstanding) and each subcategory scaled from 1 to 10 based on information gathered through interviews and surveys. The higher the rating for a ministry, the better the chances of partnering and placing interns.

A. Potential Partners

The top 16 of the 23 government entities consulted (MAIL, MoE, MoI, MoF, MoHE, MoJ, MoCN, MoCIT, MoEW, MoPH, MoLSAMD, MoIC, MUDA, MoD, MoCI, MRRD) were rated as “good” and recommended for placement of interns. Their political will, capacity, resources, policies and procedures, and systems and processes were assessed higher than others, while having a moderate level of issues with resources, systems and processes. The other seven ministries were found “satisfactory” meaning that their political will (commitment to accept and train interns, introduce mentors and willingness to hire interns into tashkeel) was rated high, but were severely lacking resources, proper systems and processes to create an enabling environment for the success of the interns. Table 5 below shows the categories on which each ministry was rated. Please refer to Section III Findings and Analysis for the details on how these ratings were applied.

Table 5: Key Partner’s Selection Criteria

S/N	Ministries/Agencies	Political Will			Capacity			Resources		Systems, process		Total	Partnership Rating
		Female Representation (Current record of hiring female)	Commitment to accept, train and mentor interns	Willingness to hire female interns in full time positions	Capable HR Directorates	Capable Gender Unit	Mentors, Coordinators	Tashkil & Vacant Positions	Separate facilities (space, daycare, restrooms,....)	Safety, Security	Strong Record of Service Delivery		
Rating: Scale of 1 to 10 for each column: 1-3 (Poor), 4-6 (Satisfactory), 7-8 (Good), 9-10 (Outstanding) Same applies for Percentage 10-30% (Poor), 40-60% (Satisfactory), 70-80% (Good), 90-100% (Outstanding)													
1	MAIL	5	10	10	10	5	10	10	6	7	10	83	Good
2	MoE	7	10	10	10	3	10	10	6	6	10	82	Good
3	MoI	6	9	9	9	6	10	9	5	9	8	80	Good
4	MoF	5	10	10	10	4	10	8	6	6	10	79	Good
5	MoHE	7	10	8	10	6	10	7	6	6	9	79	Good
6	MoJ	8	10	8	10	6	10	7	5	6	7	77	Good
7	MoCN	6	10	8	10	6	10	8	5	6	6	75	Good
8	MoCIT	6	8	7	10	6	10	8	5	6	8	74	Good
9	MoEW	6	10	8	8	7	10	7	5	6	7	74	Good
10	MoPH	6	6	7	9	8	8	8	5	7	10	74	Good
11	MoLSAMD	9	8	9	7	3	10	7	5	6	8	72	Good
12	MoC	7	7	8	10	4	10	7	5	6	7	71	Good
13	MUDA	7	10	7	7	5	10	7	6	6	6	71	Good
14	MoD	6	7	7	8	3	8	8	5	9	8	69	Good
15	MoCI	4	10	7	8	4	9	7	5	6	7	67	Good
16	MRRD	3	7	8	8	4	7	7	5	8	9	66	Good
17	MoWA	7	7	10	7	7	6	5	5	6	5	65	Satisfactory
18	MoTCA	4	7	8	8	3	7	6	5	9	8	65	Satisfactory
19	MoMP	4	7	7	9	3	8	7	5	8	6	64	Satisfactory
20	MoPW	3	5	7	7	3	7	6	5	6	7	63	Satisfactory
21	Parwan Governor Office	3	7	8	7	6	6	7	5	6	7	62	Satisfactory
22	MoHRA	6	8	6	6	3	7	7	5	6	7	61	Satisfactory
23	MoEc	3	6	6	7	5	8	5	5	8	6	59	Satisfactory

Since the initiation of the project and numerous meetings with government entities, a momentum has been created about the Promote: Women in Government Project. To build upon that momentum and enhance the political will of the ministries we recommend:

- Conduct frequent meetings with high ranking officials of the host ministries to keep them engaged in the program and to enhance their buy-in.
- Sign letters of coordination with ministries receiving interns.
- Ask ministers to share a circular in their organization about the roles and responsibilities of the interns and mentors.
- In coordination with IARCSC, make a presentation at the quarterly meetings of the HR directors to continue engaging the HR directors as key players for the interns in the ministries.

B. Existing Systems

The ministries interviewed by the USAID Promote: Women in Government team do not have formal internship programs nor are internship programs a part of their HR Strategic Plan. 16 of 22 ministries agreed to include a full-fledged internship program under their Training and Development departments. Currently interns are accepted by ministries on an ad hoc basis from public and private universities to complete their final projects for a period of one month, as well as a few long term internship programs funded by donor development projects. It is recommended that the Training and Development departments of HR Directorates be provided technical support and gradual capacity transfer to absorb the USAID Promote: Women in Government internship program in their strategic plan and to ensure sustainability and transfer of ownership to the ministries after the 5th year of the project.

C. Support and Resources Needed by Partners

As indicated in Table 3 of this report, ministries are clearly lacking some basic structural resources such as desks, chairs, internet and computers that may hinder interns' learning experience if left unaddressed. With the exception of MoPH and Parwan Governor's office, pick-up and drop-off facility for interns is not an issue. Lack of separate restrooms, dining facilities, and standard daycare will continue to be a challenge for the interns in government institutions.

It is recommended to explore linkages with other donor programs whose scope of work might cover providing such resources to ministries. Moreover, guidance and instructions on how standard facilities (separate restrooms, prayers room and standard childcare) can encourage female representation in the workplace is suggested.

D. Mentors

As a result of this assessment process, the number of mentors was confirmed by ministries and government offices. To ensure that mentors have the proper mentoring skills, the following is recommended:

- Develop selection criteria for the ministries to use in identifying potential mentors.
- Develop coaching and mentoring training modules and conduct training prior to placement of interns in ministries.
- In case of limited mentors, specifically at the provincial level, source and select mentors from women leaders in the private sector, civil society organizations and other USAID projects working on women's empowerment who might be willing to contribute to the internship program. Male leaders who have a history of promoting women's rights could be potential mentors.
- Establish a network of mentors within and outside of the line ministries to help build the culture of mentoring.

E. Policies & Procedures

It was assessed that policies supporting women in the workplace either do not exist or were inadequate and needed significant modifications to create a hospitable environment at their workplace. The assessment indicated that:

- MoWA as policy maker and other ministries as implementers required technical assistance for developing an implementation guideline for the Anti-Harassment Regulation.
- The Gender Policy issued by IARCSC is very general and does not serve every ministry's purpose, therefore, technical assistance is needed to help the gender units to develop their gender policies in accordance to the IARCSC Gender policy.
- Strengthening the gender units of the ministries both from technical and professional perspectives is critical.
- A review of the procedures for conflict resolution committees will be conducted later this year when the USAID Promote: Women in Government project initiates the task on identifying women's obstacles, and solutions will be recommended.
- Assist IARCSC to review the recruitment procedure, recruitment process, provision of positive discrimination and recommend other means of positive discrimination and initiatives to smoothen women's entry to civil service.

ANNEXES

ANNEX A. BIBLIOGRAPHY OF PARTNERSHIP RESOURCES

Afghanistan's 1325 National Action Plan, Islamic Republic of Afghanistan

Afghanistan Penal Code, Islamic Republic of Afghanistan

Afghan National Development Strategy: A Strategy of Security, Governance, Economic Growth and Poverty Reduction (2008-2013), Islamic Republic of Afghanistan

Assessment of Gender Capacity in the Ministries and State Institutions

Constitution of the Islamic Republic of Afghanistan, Islamic Republic of Afghanistan

Civil Service Law, Islamic Republic of Afghanistan

Civil Service Code of Conduct, Islamic Republic of Afghanistan

Civil Service Personal Affairs Regulation, Islamic Republic of Afghanistan

National Action Plan for the Women of Afghanistan (NAPWA), 2007-2017, Islamic Republic of Afghanistan

Stop Violence against Women in Afghanistan: 2011

ANNEX B. SCHEDULE OF MEETINGS CONDUCTED

S/N	Ministry/Independent Agencies	Contacts	Date
1	MoF	<ol style="list-style-type: none"> Musa Kamawi, HR Director, [REDACTED] Engineer Shukria Kazimi, [REDACTED] Dr. shayeq, Capacity Building Officer 	July 28 th & August 9 th and 11 th
2	MAIL	<ol style="list-style-type: none"> Dr. Yaqoub Hotak, HR Director, [REDACTED] Ahmad Farid Aryan, Deputy HR, [REDACTED] 	July 27 th
3	MoCI	<ol style="list-style-type: none"> Mirwais Ahmadzai, HR Director, [REDACTED] Faeqa Javed, Head of Gender Unit 	August 1 st
4	MoEc	<ol style="list-style-type: none"> Faizan Ahmad Kakar, HR Director, [REDACTED] 	August 1 st
5	MoE	<ol style="list-style-type: none"> Qudratullah Andar Sultani, HR Director, [REDACTED] Meerwais Khan, [REDACTED] Nooristani, Head of Gender Unit 	July 29 th and August 2 nd
6	MoMP	<ol style="list-style-type: none"> Mr. Javid Sadat, Deputy Minister-Policy Mohammad Shafiq Zamani, HR Director, [REDACTED] 	August 4 th and 8 th
7	MoPH	<ol style="list-style-type: none"> Dr. Ihsanullah Shahir, HR Director, [REDACTED] 	August 4 th
8	MoPW	<ol style="list-style-type: none"> Mohammad Sharif Rasikh, HR Director, [REDACTED] Jawaid Hamdard, Capacity Building Director, [REDACTED] Eng. Qudsia Kaker, Head of Gender Unit, [REDACTED] Farhad Attaee, [REDACTED] Program Coordinator, [REDACTED] 	August 2 nd
9	MoWA	<ol style="list-style-type: none"> Farooq Sawab, Acting Deputy Minister, [REDACTED] Nazia Faizi, Director of Gender and Outreach Program, [REDACTED] Mr. Stanikzai, Head of Recruitment Unit, [REDACTED] Mir Sharifuddin Ansari, Advisor to Islamic Affairs, [REDACTED] 	July 29 th

ANNEX C. QUESTIONS ASKED TO HR DIRECTORS

Part 1: Tashkeel

1. What is the number of tashkeel positions in Kabul and provinces? What is the number of women in Kabul and provinces?
2. How many positions are being added every year and in what capacity?
3. How has the number of women changed over the course of time? Is there any plan/initiative to increase the number of women in your ministry?
4. What is the number of vacant positions in Kabul and provinces? Which departments?
5. What are the reasons for high numbers of vacant positions in Kabul and provinces?
6. What proportion of the positions available are allocated for female job seekers?
7. How many women are in lead positions (Grades 1, 2 and 3)? Do you see potential female employees taking lead positions in the ministry/agency?
8. Do you have succession planning for female staff to find their way to promising positions?

Part 2: Recruitment

1. Is there any priority for the female candidates to be hired in a full time job in your tashkeel? Any positive discrimination?
2. Do you see any legal restrictions for immediate hire and placement of the new female graduates in your tashkeel?

Part 3: Internship

1. Is the internship part of your HR Strategic Plan? If not, what support would you need from USAID Promote: Women in Government to formalize and embed it into the ministry culture?
2. Can you accept and introduce Interns to those departments where positions are vacant? How many in each round? Which departments?
3. Can you assign a coordinator for the program?
4. Can you identify supervisor/mentor for the interns?
5. Can you assist in publicizing the Internship program at the ministry?
6. How can you assist us to closely monitor the performance of the interns?
7. How will you engage/support the interns to grow professionally during their assignments?
 - a. Assign a project;
 - b. Peer reviews;
 - c. Project presentation;
 - d. Involve and delegate dept. tasks;
 - e. Introduce them to fellowship Programs;
8. Will the ministry provide interns with office space, desk and chair, computers, stationary and internet?
9. Does the ministry provide interns with ID Cards to access the premises?
10. Does the ministry provide interns with pick and drop facilities?

11. Do you have any specific package for the launch of an internship program?
12. Do you have a term of reference for the interns?
13. What trainings and opportunities are available for the growth and development of Interns at your ministry/Agency?
14. Can the Interns participate in ministry/agency in-house trainings?
15. Can the Interns participate in ministry/agency English and computer trainings?
16. Can the interns participate in ministry/agency external, fellowships and scholarships trainings?
17. Will the ministry allow interns to rotate in different roles and responsibilities?
18. Can the interns participate in ministry long-term (Fellowship and Scholarship) programs?
19. If you were to hire interns into the tashkeel, at which departments and positions would you offer the interns to work?
20. Do you have any formal internship program? If not, do you have any plans to implement one in the future?
21. Do you have priority interns (from a specific faculty of the university) in mind?
22. How likely it is that you will consider successful interns for a full time job after their internship completion?
23. What support will female job seekers get from the HR dept. before, during and after the hiring practices?
24. Is there any separate desk for female job seekers helping them with filling the job application, assisting them with Job description and providing them with necessary job information to prepare them as potential candidates?
25. Are there any exceptions for female candidates in scaling and scoring during written tests and interviews as compared to male staff both on a national and subnational level?
26. Does the HR directorate give priority and encourage female candidates to apply for jobs?
27. Does the HR dept. consider specific positions for female candidates?

Part 4: Facilities & Work Environment

1. Do you have separate restrooms, prayer rooms, dining facilities and daycare for female staff?
2. Does the ministry/agency have the following workplace health, safety and security measures?
 - a. Safety tools: first aid kit, fire extinguisher
 - b. Health: workplace clinic, doctor, and nurse
 - c. Emergency evacuation plan, emergency exits, security alarm, security procedures and updates, banker and etc.

Part 5: Policies

1. What systems and policies are available to safeguard women at the workplace?
2. Do you have a gender policy?
3. Do you have an anti-harassment policy / procedures in place?
3. Do you have a complaint and grievance system and department?

4. Do you have any conflict resolution committees?
5. Has any woman reported a harassment case?

Part 6: Mentor/Supervisor

1. Please identify men and women in grade 2 and 3 who have capacity to mentor the interns. How many potential mentors do you have in the ministry?
2. How will you engage supervisors (grade 2 and 3) to voluntarily supervise, guide and mentor interns?
3. Do the mentors need coaching and mentoring training and are they available to attend coaching and mentoring training outside the ministry/agency?

Part 7: Gender Unit

1. How involved is the Gender Unit in policy formulation and analysis i.e. gender budgeting, gender mainstreaming?
2. If they are not involved, why not?
3. What challenges does the Gender Unit face while implementing gender policies and activities?
4. What support do you need in making the Gender Unit a full functioning unit?

Other:

1. Introduce relevant people for the internship technical working group
2. What kind of support does the ministry/agency need to properly implement the Internship program?

ANNEX D. STATE AGENCIES

The 26 Afghan Ministries named below:

1. Ministry of Economy
2. Ministry of Foreign Affairs
3. Ministry of Justice
4. Ministry of Finance
5. Ministry of Frontiers and Tribal Affairs
6. Ministry of Transport and Civil Aviation
7. Ministry of Energy and Water
8. Ministry of Mines and Petroleum
9. Ministry of Agriculture, Livestock and Irrigation
10. Ministry of Higher Education
11. Ministry of Interior
12. Ministry of Public Works
13. Ministry of Commerce and Industries
14. Ministry of Public Health
15. Ministry of Communication and Information Technology
16. Ministry of Hajj and Religious Affairs
17. Ministry of Education
18. Ministry of Labor and Social Affairs
19. Ministry of Information and Culture
20. Ministry of Refugees and Repatriations
21. Ministry of Urban Development Affairs
22. Ministry of Women's Affairs
23. Ministry of Defense
24. Ministry of Parliamentary Affairs
25. Ministry of Counter Narcotics
26. Ministry of Rural Rehabilitation and Development

The 28 independent agencies and commissions are:

1. Office of President
2. Academy of Sciences
3. Geodesy and Cartography Head Office
4. Attorney General's Office
5. Central Statistics Organization
6. High Office of Anti-Corruption
7. Independent Administrative Reform and Civil Service Commission
8. National Disaster Management Agency
9. Supreme Audit Office
10. National Environment Protection Authority
11. General Directorate of Physical Education and Sport
12. Kabul Municipality
13. Provincial Municipalities
14. Afghan Red Crescent Society

15. Supreme Court
16. Independent Directorate of Local Governance
17. Norm and Standard Agency
18. Lower House (Parliament)
19. Upper House (Parliament)
20. Independent Election Commission
21. Independent Commission for Overseeing the Implementation of Constitution
22. High Commission of Atomic Energy
23. National Radio and Television of Afghanistan
24. Independent Land Authority
25. Independent Directorate of Civil Aviation
26. Independent General Directorate of Kuchies
27. Independent Electoral Complaints Commission
28. Council of Ministers Secretariat

ANNEX E. SELECTION CRITERIA FOR MENTORS

Purpose of this tool:

This tool is designed to help you determine appropriate criteria for selecting mentors in the government entities. The tool describes the qualities of effective mentors, which will help you identify and select the mentors for the internship program. For several reasons it is often difficult to find mentors who demonstrate most or all of the qualities expected by Promote: Women in Government. The tool will explain these reasons and help you decide whether the existing mentors in the ministries are appropriate for the Internship program or if they need additional training.

Qualities of effective mentors

The qualities of effective mentors can be organized into four general categories: attitude and character, professional competence and experience, communication skills, and interpersonal skills. For example, a strong attitude and character is characterized by a strong commitment to the management profession, willingness to serve as a role model for the interns and willingness to share ideas and information with the interns and Promote: Women in Government team. Professional competence includes expert knowledge of civil service and relevant ministry scope of work, excellent office and project management skills and being regarded by colleagues as an outstanding civil servant/ manager.

Employees or managers with strong communication skills are able to articulate effective instructional strategies, willing to listen attentively and able to offer critiques in positive and productive ways. Important interpersonal skills for mentors include the ability to maintain trust, attentiveness to sensitive political and social issues and the ability to easily establish rapport to the interns.

Obstacles to Identifying Mentors at the Ministries

There are several factors that can make it difficult for ministries to identify mentors with most or all desired qualities and introduce them to Promote: Women in Government project. One factor is the small number of female mentors in Grade 3 or 4 at the ministry level. Second, many employees of the ministries, especially in Grade 3 and 4, who demonstrate most or all of the qualities of effective mentors have already assumed many additional responsibilities in their ministries; as a result, they may not have time to serve as mentors. Third, it is a voluntary service and most of the mentors may not dedicate their time to do additional responsibilities without payment.

In view of these challenges, the Promote: Women in Government team with cooperation of the host ministries will try to identify and select mentors who collectively demonstrate many of the qualities associated with effective mentoring and will voluntarily accept to serve as mentors. The exercise below will help you determine a number of qualified mentors in the ministries to work with the interns.

Mentor Selection

This tool is designed to help the Promote: Women in Government team determine appropriate criteria for selecting mentors.

Criteria for Selecting Mentors

The list of criteria for selecting mentors are organized into four categories: attitude and character, professional competence and experience, communication skills, and interpersonal skills. For each category, there are a series of questions about potential mentors. One way to utilize the exercise is to list evidence in support of your answers, determine the relative importance of each criterion and list any concerns you might have about the potential mentor with respect to each criterion.

1. Attitude and character	Y	N	Evidence	Importance of criterion (High, Medium, Low)	Concerns
1. Does the potential mentor exhibit a strong commitment to mentoring the interns?					
2. Is s/he willing to serve as a role model for the interns?					
3. Is s/he eager to share information and ideas with the interns?					
4. Is s/he reflective and able to learn from mistakes?					
5. Is s/he willing to advocate on behalf of the interns?					
6. Is s/he flexible, persistent, resilient and open-minded?					
7. Does s/he exhibit good humor and resourcefulness?					
8. Is s/he willing to participate in training to improve her mentoring skills?					
2. Professional competence and experience	Y	N	Evidence	Importance of criterion	Concerns

				(High, Medium, Low)	
1. Does the potential mentor have expert knowledge of management and civil service experience?					
2. Does s/he demonstrate excellent office and project management skills?					
3. Is s/he regarded by colleagues as an outstanding mentor?					
4. Does s/he have confidence in his own instructional skills?					
5. Does s/he understand the policies and procedures of the government/ ministry?					
6. Does s/he feel comfortable being observed?					

3. Communication skills	Y	N	Evidence	Importance of criterion (High, Medium, Low)	Concerns
1. Is the potential mentor able to articulate effective instructions and strategies?					
2. Does s/he listen attentively?					
3. Does s/he ask questions that prompt reflection and understanding?					

4. Does s/he offer critiques in positive and productive ways?					
5. Does s/he use e-mail effectively?					
6. Is s/he efficient with the use of time?					
7. Does s/he convey passion and enthusiasm for mentoring?					
8. Is s/he discreet and able to maintain confidentiality?					

4. Interpersonal skills	Y	N	Evidence	Importance of criterion (High, Medium, Low)	Concerns
1. Is the potential mentor able to maintain a trusting professional relationship?					
2. Does s/he know how to demonstrate care for a new intern's professional and emotional needs?					
3. Is s/he attentive to sensitive political issues?					
4. Does s/he use e-mail effectively?					
5. Is s/he approachable?					
6. Is s/he able to easily establish rapport with others?					
7. Is s/he patient?					

