

Consultation Paper 2.1

The Organisational Structure of the Ministry of Public Works

Executive Summary

This Paper provides suggestions for how the MPW should be organised during the coming five to seven years. Proposals for a longer term development of the roads sector in Afghanistan are contained in Information Paper 2.5.

There are a number of aspects to be considered when proposing an organisational structure during the coming years for MPW.

Firstly, the MPW has lost nearly all its resources for road construction and maintenance during the more than two decades long conflict. The MPW used to carry out all construction and maintenance work utilising force account. The Ministry should not try to restore the construction and maintenance capacity that it once possessed; see further Consultation Paper 2.2. The way forward should instead be to engage the private sector in road construction and maintenance work. The Ministry could, however, retain a capability to carry out emergency repair and maintenance and routine maintenance. The Ministry hence needs to reorganise its maintenance units. The Ministry also needs to transfer out its construction units to initially one or more commercial state-owned enterprises.

Secondly, the MPW should in the short-term retain a centralised organisation structure. A decentralised structure would be more flexible and would be able to react faster and better to local demands. The decentralised organisation structure would, however, demand considerably more trained staff than is available at this stage.

Thirdly, the airport design and construction functions together with relevant staff should be transferred to the Ministry of Civil Aviation and Tourism (MCAT). This would be a first step of the reorganisation of the operations of airports as further discussed in Consultation Paper 3.4.

Finally, rural roads now under the Ministry of Rural Rehabilitation and Development should be transferred to the MPW. This is recommended in order not to stretch the very limited available human and equipment resources too thinly.

Recommendations:

The restructuring measures identified above should be implemented.

Actions:

The recommended reforms and restructuring activities need to be reflected in the work to be undertaken by the Capacity Building Unit proposed in Consultation Paper 2.3.

Introduction

The total current staffing of the Ministry of Public Works (MPW) amounts to 2,200 persons and its mandate covers the following activities:

- Road infrastructure planning
- Road construction and maintenance
- Road tolls collection
- Survey and design
- Vehicle maintenance (of own vehicles and equipment)
- Airport design and construction (maintenance is for MCAT)
- Inland waterway terminals
- Railways

The road network under the MPW comprises 3,398 km of primary roads, 2,773 km of secondary roads and about 15,000 km of provincial roads. A list of the roads is appended as Annex 1. For the provincial roads only 5,364 km are listed as a comprehensive list is not available. The above road classification is mainly based on the technical standard of the roads. A functional road classification would better show the importance of the roads and is also needed for determining the road maintenance standard to be followed.

The present organisation structure of MPW is shown in Fig 1 below.

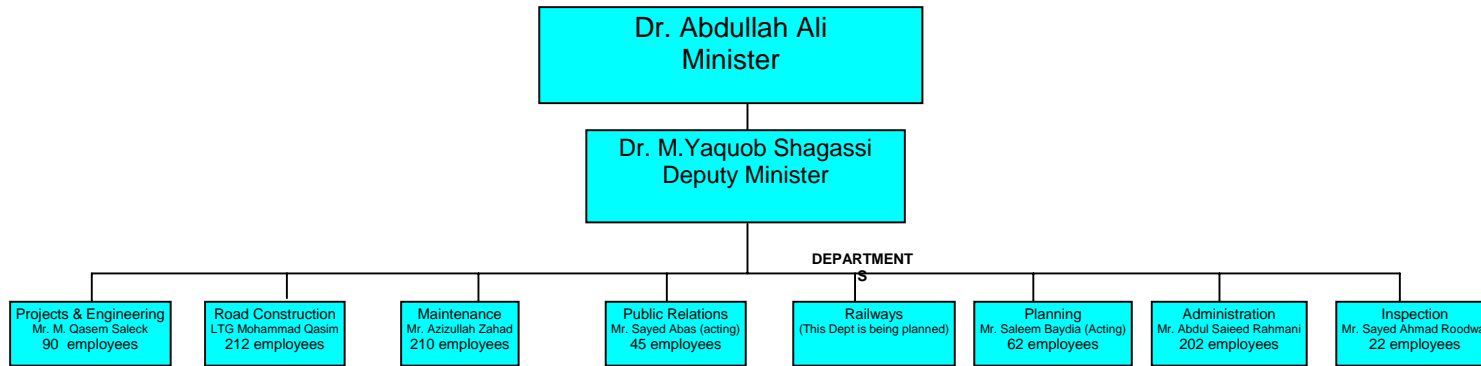
Reform of Scope of Activities and Functions

As part of the rebuilding of the capacity of MPW, it is proposed that it also modifies its focus so that it slowly moves towards the position as being the road manager for the public network of the country. To this end a number of changes in the present activities and scope of activities are proposed to be implemented during the coming few years

Firstly, the MPW has lost nearly all its resources for road construction and maintenance during the more than two decades long conflict. The MPW used to carry out all construction and maintenance work utilising force account. The Ministry should not try to restore the construction and maintenance capacity that it once possessed. The way forward should instead be to engage the private sector in road construction and maintenance work. The Ministry could, however, retain a – and also build up its -- capability to carry out emergency repair and maintenance and routine maintenance.

Most of the present road construction staff of about 1,600 that the MPW still employs should be transferred to private sector contractors. One way that this could be realised is through inclusion into the contracts of an obligation to employ MPW construction personnel as part of the permanent staff of the local sub-contractors in connection with the numerous donor sponsored road rehabilitation projects that will be carried out in the immediate future; see further Consultation Paper 2.2. Another possibility is to form one or several state-owned construction enterprises, which may later be privatised at an opportune time. The exact approach in this regard will need to be studied further; see further Consultation Papers 2.3 and 2.4.

Fig.1 Current Structure of the Ministry of Public Works



Total MPW Staff:
2162

Part of the present maintenance staff should be given training in labour-based road maintenance in order for them to be able to act as trainers for private sector labour-based maintenance units - which may be small-scale contractors or community groups. The rest of the maintenance staff should be formed into emergency/routine maintenance units.

Secondly, the airport design and construction functions together with relevant staff should be transferred to the Ministry of Civil Aviation and Tourism (MCAT). As discussed in Consultation Paper 3.4, it is proposed that the ownership and operations of airports of the country be transferred to a state-owned corporation. The first step to implement that reform would be to ensure that all aspects of airports operations are vested in a department within the MCAT.

For the time being, MPW should remain responsible for railways and inland waterway terminals. It is, however, suggested that MPW officials concerned with these matters are moved into either a separate office reporting to the minister, or in terms of Fig 2 below be transferred to the projects division.

Thirdly, rural roads now under the Ministry of Rural Rehabilitation and Development should be transferred to the MPW. This is recommended in order not to stretch the very limited available human and equipment resources too thinly. It is envisaged that responsibility for provincial and rural roads later on will be transferred to the provincial level, so the proposed step should in effect be seen as a first step in a process eventually resulting in a realisation of the government's decentralisation policy.

Reform of the Organisation

The above changes prompt reforming the present organisation of MPW as well. There is also a need to consolidate the reporting structure. A possible new organisation structure is shown in Fig 2 below. It reflects a centralised approach to road management.

The MPW should thus in the short-term retain a centralised organisation structure. A decentralised structure would be more flexible and would be able to react faster and better to local demands. The decentralised organisation structure would, however, require considerably more qualified personnel, which is not available at this stage. The MPW should when resources so allow strive to a decentralised organisation structure; a possible solution is illustrated in Annex 2, but there are also 'in-between' solutions, which may be more suitable as a step towards subsequent genuine decentralisation.

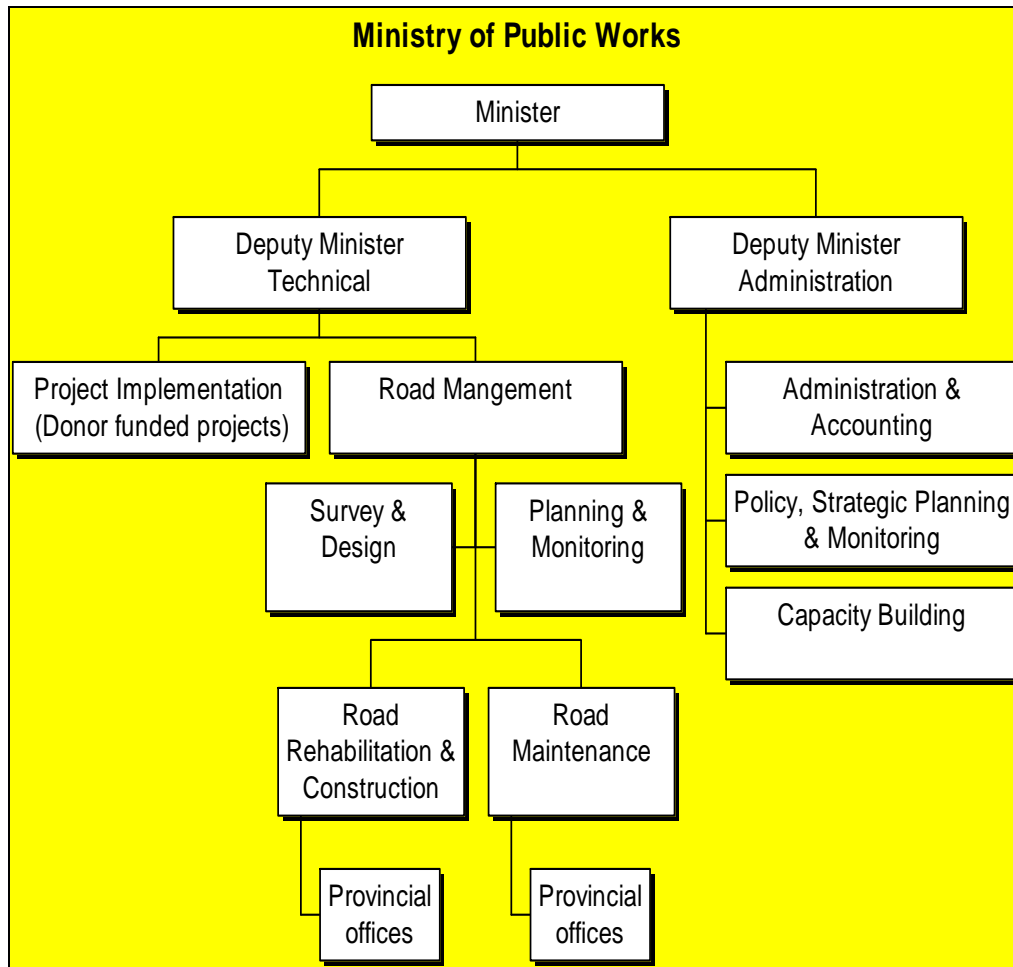


Fig 2: Proposed organisation structure of the Ministry of Public Works for centralised road management

The responsibilities of the Project Implementation Department would include co-ordination and implementation of Donor funded road rehabilitation and construction projects. The Capacity Building Department would be responsible for priority reform and restructuring. The Road Management Department would be responsible for primary, secondary, provincial and rural road networks. The Provincial Offices (altogether about 7, and each one covering a number of provinces would supervise contract construction, rehabilitation and maintenance works and also have their own labour-based emergency/routine maintenance units.

The responsibilities of the MPW would include:

- Road infrastructure policy formulation
- Road infrastructure strategy formulation
- Road network management
- Road maintenance, rehabilitation and construction planning and budgeting
- Formulation of maintenance and construction standards
- Road network inventory, condition survey, traffic counts and axle load surveys
- Supervision and monitoring of donor funded rehabilitation and construction projects
- Management of contract maintenance, rehabilitation and construction
- Emergency maintenance and labour-based routine maintenance by force account

Considerable strengthening of the MPW will be needed in order for the Ministry to be able to take the responsibility for the management of the networks of the 38,000 km of primary, secondary, provincial and rural roads. This means strengthening of both the staff and financial resources; see further Consultation Paper 2.3.

The Ministry must utilise its existing offices in some of the provincial capitals for planning, organising, supervising and monitoring the maintenance operations.

Recommendations

The restructuring measures identified above should be implemented.

Actions

The recommended reforms and restructuring activities need to be reflected in the work to be undertaken by the Capacity Building Unit proposed in Consultation Paper 2.3.

ANNEX 1: ROAD LENGTHS IN DIFFERENT ROAD CATEGORIES

1. Primary Roads

No	Road	Length (km)
1	Kabul - Mazar-i-Sharif	427
2	Mazar-i-Sharif - Sheberghan	150
3	Sheberghan – Andhuy - Maymana	209
4	Maymana – Heart	410
5	Kabul – Ghazni	149
6	Ghazni – Qalat	219
7	Qalat – Kandahar	137
8	Kandahar – Heart	588
9	Polekhomri – Kunduz – Shirkhan Bondar	169
10	Hairatan – Durahi Mazar	48
11	Kabul – Jalalabad - Turkham	224
12	Heart – Turgondi	119
13	Heart – Eslamkala	224
14	Kandahar – Spin Boldak	105
15	Kabul – Gardez - Khost	220
	TOTAL (km)	3,398

2. Secondary Roads

No	Road	Length (km)
1	Herat – Chagchran	351
2	Delaram - Porchaman - Masjednegar	315
3	Bamian - Chagchran	344
4	Bamian - Charikar	120
5	Bamian – Doshy	160
6	Bamian - Mazar-i-Sharif	380
7	Kandahar - Trinkot - Shaikh	451
8	Kunduz – Tolukan - Eshkashem	317
9	Jalalabad – Asadabad - Kamdesh	220
10	Gardis - Sharam - Orgon	115
	TOTAL (km)	2,773

3. Provincial Roads

No	Road	Length (km)
1	Delaram - Chehansur	202
2	Chekhansur - Zaranj	62
3	Delaram – Farah	133
4	Farah - Chekhansur	149
5	Farah – Lashjavin -Chekhansur	167
6	Lashjavin - Zaranj	89
7	Farah - Shindand	149
8	Shindand - Klainazarkhan	131
9	Shindand - Shahrak	299
10	Enjil - Gorian	64
11	Gareshk - Lashkargah	33
12	Lashkargah - Garamsir	60
13	Garamsir - Desho	125
14	Desho - Charburjak	147
15	Charburjak - Zaranj	108
16	Gareshk - Musakala	56
17	Garshk - Naozad	100
18	Musakala - Bandekajaki	94
19	Argandab - Khakrez	65
20	Khakrez - Nish	68
21	Trinkot - Dehrawod	60
22	Dehrawod - Kajran	72
23	Trinkot - Orozgan	92
24	Orozgan - Malistan	84
25	Malistan - Nawar	155
26	Nawar - Gozni	99
27	Gozni - Sharan	56
28	Sharan - Zargonshar	48

No	Road	Length (km)
29	Zargonshar - Wazakhowa	107
30	Wazakhowa - Voormamy	36
31	Kalat - Shinkai	70
32	Shinkai - Shamalzai	35
33	Gozni – Pul-i-Alam	80
34	Shekhabad – Chak - Behsood	110
35	Gardiz - Gozni	86
36	Gardiz - Jajee	69
37	Pul-i-Alam - Jajee	63
38	Garghaiy – Laghman - Nuoristan	67
39	Asadbad - Pech	45
40	Saroby - Mahmudragi	88
41	Jabalsaraj – Panjsher - Zeebok	335
42	Khenjan – Andarab – Nahrin - Baghlan	260
43	Talugan - Worsaj	91
44	Faizabad - Ragh	52
45	Emamsaeb - Dashtearchy	62
46	Dashtearchy – Khojaghar – Yangakala - Rostag	162
47	Kunduz – Abdanemiralam - Kholm	113
48	Ageha - Khamyab	85
49	Shebergan - Dowlatabad	100
50	Sherbergan - Sarepul	55
51	Sarepul – Sangeharak - Bulkhab	146
52	Sarepul - Bolcheragh	80
	TOTAL (km)	5,364

ANNEX 2: Decentralised road management

Taking into account the large area of the country there is merit in decentralising the management of the road network. This would enable a more flexible and better response to local road maintenance needs. A province-based decentralisation would, however, not be feasible because of the large number of provinces. A more feasible approach would be decentralisation on a regional basis, the country being divided into the following seven regions:

- 1) Southern Region
 - Nimroz
 - Hilmand
 - Khandahar
 - Uruzgan
- 2) Western Region
 - Badghis
 - Ghor
 - Hirat
 - Farah
- 3) Northern Region
 - Faryab
 - Jamzjan
 - Balkh
 - Kunduz
 - Baghlan
 - Saripul
 - Samangan
- 4) Eastern Region
 - Nuristan
 - Kunar
 - Laghman
 - Nanguhar
 - Paktia
 - Khost
 - Paktika
- 5) Central Region
 - Bamyan
 - Parman
 - Ghazni
- 6) North Central Region
 - Badakhshan
 - Takhar
- 7) East Central Region
 - Kapisa
 - Kabul
 - Logar
 - Wardak

In a decentralised organisation structure the responsibilities of the Central Administration would be:

- Road infrastructure policy formulation
- Road infrastructure strategy formulation
- Formulation of maintenance and construction standards
- Supervision and monitoring of the performance of the regions
- Road maintenance, rehabilitation and construction budgeting
- Supervision and monitoring of donor funded rehabilitation and construction projects

Responsibilities of the Regions would include:

- Regional road network management
- Road network inventory, condition survey and traffic counts
- Detailed planning and budgeting of road maintenance operations
- Management of road maintenance, rehabilitation and construction
- Management of contract maintenance and construction
- Emergency maintenance and labour-based routine maintenance by force account
- Assistance in the management and maintenance of lower class roads not directly under the MPW

The organisation structure for decentralised road management is shown in *Fig 1 below*:

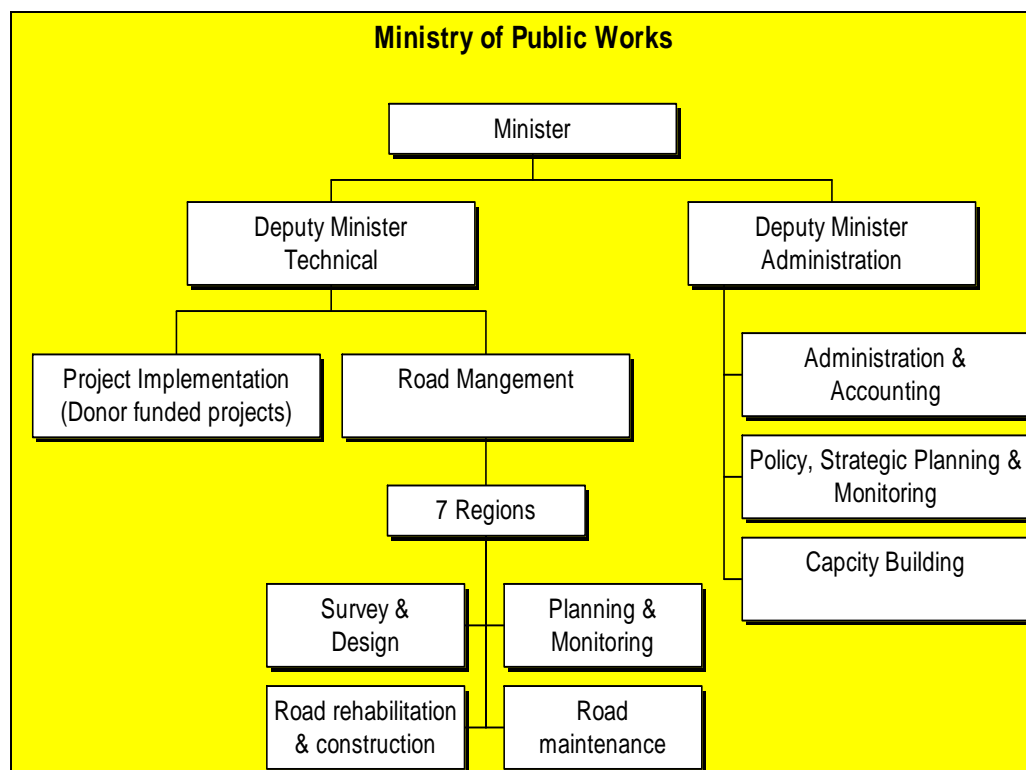


Fig 1: Possible organisation structure of the Ministry of Public Works for decentralised road management