THE UNITED STATES INSTITUTE OF PEACE



GUIDELINES FOR UISP PARTNER SCOPE OF WORK CONTRACTS & EMBEDDED GOVERNMENT ADVISORS

MAY 2019

OVERVIEW

- The guidelines contained applies to all scope of work contracts awarded by United States Institute of Peace (USIP)-Kabul Office (KBO) with profit or nonprofit entities, official public organizations, NGO's, other organizations and individuals in Afghanistan, including those embedded as advisors with various Government agencies.
- 2. The guidelines are not intended to be comprehensive but rather it is intended to improve coherence and consistency for the remuneration and benefits offered to USIP Implementing Partner's (hereinafter called "IPs") staff under USIP awarded scope of work contracts and embedded government advisors.
- 3. The aim of this policy is to reduce large variations in remuneration rates by application/introduction of a uniform salary scale. This is in order to reduce the level of turnover of staff moving between projects, reduce the sense of 'unfair' differences in allowances between projects, and bring remuneration packages progressively more in line with what Government offers through the NTA scale (annex A to this guide).
- 4. IPs may continue to define more detailed aspects of HR through their own policies and procedures.
- 5. Where certain allowances or benefits have been defined in the contracts of existing IPs staff, or in an agreed operation manual for the project, it may not be feasible to bring in changes immediately. However, alignment to these guidelines should apply for any and all new contracts and contract modifications going forward.

SCOPE OF APPICABILITY AND RESPONSIBILITIES FOR IMPLEMENTATION

- 6. Primary responsibility for ensuring implementation of this guidance lies with the IP and USIP.
- 7. The guidelines apply to all national project staff employed directly by an IP and funded by USIP.
- 8. The allowances listed here are intended to be the maximum set of allowances, both in terms of categories of allowance and the values for each category. In some cases, USIP's Contracting Officer Technical Representative (COTR) and the IP may not want to offer the full amount of a benefit or offer a particular amount, in such cases it is for the COTR and IP to mutually determine what is permitted on an exceptional case.
- 9. This guide should be reviewed on an annual basis, at the start of USIP's fiscal year (October 1). It will be the responsibility of USIP to initiate and facilitate this process, in consultation with IPs.

SALARY SCALE

- 10. These guidelines are intended to implement the NTA Salary Scale where the local implementer is receiving donor funding including funding by USIP. It does not apply to those who are directly hired by the donors for their offices and are not responsible to report to the Afghan government. It also does not apply to consultants who are employed as short-term contractors.
- 11. The NTA scale is intended to allow projects to recruit at competitive rates, while also reducing the competition with government for qualified staff. The use of the NTA scale is intended to ensure compliance with the Government's NTA Scale, but in a manner that both disaggregates base salary from allowances, and also provide a lower cap on the highest salary level that a project can allow.

IMPLEMENTATION GRADING

- 12. The scale categorizes staff according to an 8-grade scale, for more information, refer to the NTA Salary Scale and Implementation Guideline (<u>https://www.ketabton.com//book/1155</u>). Also attached as Annex A to these guidelines.
- 13. In many cases, project positions will not fit neatly into a grade. In such cases where it is ambiguous, the COTR and IP should use their best judgment to determine the closest grade and step.
- 14. It is important that the grades of staff are not inflated in order to justify higher salaries. The grade for the position should fall in line with the scope of work, the management structures and responsibilities, individual skills and the required years of experience.

IMPLEMENTATION STEPS AND INCREMENTS

- 15. Salaries should be based upon a set of criteria, rather than previous salary history and individual negotiations. For more information, refer to the NTA Salary Scale and Implementation Guideline.
- 16. **Increments:** Annual Increments should be based upon a performance appraisal mechanism acceptable to the COTR. Staff performing at a Satisfactory or at a level higher than expectation can be considered for an increment based on NTA steps and guideline.
- 17. **Renewals:** For renewals, the IP may need more flexibility in order to retain qualified staff. For all those staff whose contract is up for renewal, IP can opt to sustain the individual's salary at the current level, providing it falls into the correct salary structure for that grade under job Categories under the NTA Salary Scale.

MONETARY ALLOWANCES

- 18. **Note:** Total payments for Communications and Transport are not to exceed \$500 in any one month per staff. If any of these allowances are phased out or reduced, then the cap will be adjusted accordingly.
 - 1. Per Diems National and National Hotels
 - a. As per Afghan government guidelines, \$10 a day is allotted for per diem. This amount is to cover meals and other incidentals, it excludes accommodation.
 - Allow up to \$40 for lodging per night. This is should be supported by a receipt from the accommodating establishment. It may be desirable to allow women a higher value, up to \$50. The policy on this can be agreed with the USIP COTR, based on a market analysis of the travel destination.

2. Per Diems International

a. US government rates based on location of travel.

3. International Hotels

a. As per actual receipts from the accommodating establishment, within US Government rates. The rates for international hotels should not exceed US Government guideline. International travel for project staff should be limited and would require an approval from COTR.

4. Hazard Pay (Location)

- a. The government does not pay hazard allowances.
- 5. Communication
 - a. Not to exceed \$50/month per person. The \$50/month figure should be maximum amount granted per month determined as per relevant staff scope of work. There should be flexibility for the COTR based on the size/complexity of the project being managed within this range.

6. Local Transport Allowances

- a. Transportation allowance is not an allowable expense for commuting between home and office.
- b. For official business (e.g., travel meetings), Transportation for official business should be managed through office vehicles or on reimbursement of actuals.
- c. Threshold for travels within the country (Individuals up to AFN 20,000 Group up to AFN 50,000 or USD equivalent): National Travels for individuals up to AFN 20,000 and Groups up to AFN 50,000 can be evaluated and approved by IPs' management. National Travels with higher expenses (individuals AFN 20,001 and above & groups AFN 50,001 and above) must be approved in advance by the COTR.
- d. Travels outside the country (international travels): International travels needs USIP COTR written approval prior to travel regardless of cost.
- e. All travel that is not included in the approved project budget must be specifically approved in writing by the COTR.
- f. All air, train, or other carrier travel must be conducted at the most economical rate and receipts are required as documentation of the expenditure.
- g. First class or Business class travel is not allowed under any circumstances and any upgrade must be paid by the individual or the IP and well documented (a copy of the receipt, a printout showing the economy fare for the same date and time, and a receipt showing the fare paid by individual is sufficient documentation).

NON-MONETARY BENEFITS

1. Annual Leave: 20 days of annual leave, accruing 1.67 days of leave per month. Annual leave should not normally be taken within the probationary period of the contract.

2. Other Paid Leave:

- a. **10 days** that can be used flexibly with additional project supervisor permission for specified leave.
- b. **12 weeks maternity leave.** Proposed maternity leave is same as govt. Maternity leave would be contingent upon the staff member holding at least a 1-year contract with prospects for renewal. Maternity leave cannot be taken in the first 6 months of employment.

3. National Holidays

a. Per Afghan Government guidelines, up to 15 days per year. Project staff may take 15 of the national holidays marked by govt per year, national holidays coinciding with official off days shall not be compensated with official work days. Records should be kept with management.

4. Medical Cover

- a. To be phased out, starting with new contracts.
- 19. The provision of Mahram support shall be established in the IP's policies and procedures.

TERMS OF REFERENCE FOR PROJECT STAFF

20. The TORs for consultant positions should be reviewed by the USIP COTR prior to commencement of project. Other project positions can be reviewed where necessary, but the IP should use their judgement to decide which selected TORs are covered by prior review.

Annex A:



Islamic Republic of Afghanistan

National Technical Assistance Salary Scale and Implementation Guideline



Table of Contents

1.	Introduction	
2.	Objectives	5
3.	Target Group	5
4.	Problem Statement	5
9. 0	Critical Success Factors	
10.	Expected Results of the Guideline Implementation	



Acronym and Abbreviation

ADB	Asian Development Bank
CSMD	Civil Service Management Department
GoIRA	Government of Islamic Republic of Afghanistan
IARCSC	Independent Administrative Reform & Civil Service Commission
MOF	Ministry of Finance
NTA	National Technical Assistance
SOM	Senior Official Meeting
USAID	United State Agency for International Development
WB	World Bank
WG	Working Group





I. Introduction

Variant pay scales were used in the line ministries based on the mutual agreement of the line ministries and donors. These variant pay scales raised different challenges. Different benefits provided by different government organizations caused high employment turnover which leads to lack of institutional memory, which is an obstacle in institutional development. In addition the inequality in the salaries of the employees has decreased the level of efficiency, effectiveness and has created social challenges. Recently, Capacity Building for Results (CBR) salary scale was developed and approved. In addition it was agreed in the Senior Official Meeting (SOM) that CBR salary scale will be aligned NTA salary scale. Following to the Presidential Decree No. 852, dated 7 Assad 1394, MoF was instructed to develop NTA salary scale and guideline and after the required consultation it should be presented to the Cabinet of Ministers for approval. The success of the guideline's implementation requires support and compliance of the Government of Afghanistan and developing partners.

2. Objectives

Based on the Presidential Decree No. 852, the Salary Scale and Guideline are developed to harmonize the salary scales of national staff who work for the Afghan Government as technical assistance and are not official Tashkeel position, including Externally Funded Staff (EFS) who are funded by developing partners. The overall objectives of the scale and guideline are:

- To have harmonized, consistent, and fair pay framework for all NTA in the Country;
- To assure fiscal sustainability up to possible extend;
- To increase government's control over the deliverables of NTA, including but not limited to enabling government to hire national contractors through the national budget of the Country.
- To avoid competition with CBR and assuring transparency and accountability.

3. Target Group

The NTA Salary Scale and Guideline cover the remuneration package for those national technical assistance who work for the GoIRA ministries and other public agencies on national and sub-national levels, who are out of official Tashkeel position of the institutions. This includes all those national staff who are hired by and reporting to GoIRA but paid by donor agencies through GoIRA core budget as well as those who are funded through off-budget programs hired by donor agencies or their implementing partners and reports to donors and GoIRA.

It is worth mentioning that NTA Salary Scale and Guideline do not apply to those staff who are directly hired by the donors for their offices and do not report to the Government of Afghanistan. In addition it does not apply to those short term technical consultants (at least up to 3 months) who are hired either by the international donors or the Government of Afghanistan.

4. Problem Statement

Since 2001(1382), the Government of Afghanistan has constantly brought and implemented selective salary reforms and changes in public institutions. It includes changes in the structure, capacity, and pay scale for efficient and effective administration and performances. The Government of Afghanistan launched the pay and grade (P & G) System couple of years ago and it has brought



substantial consistency in the payments of civil servants, but due to continues inflation and increased living cost, the system is still incompatible in maintaining professionals in the public system. The System has eight grades (GI-G8) and each grade has five steps. The lowest grade's salary is Afghani 5,000 and the highest Afghani 32,500 per month plus non-cash benefits. Besides the P&G system, the Government of Afghanistan later introduced Super Scale benefits to attract and keep technical staff in technical positions. The amount of this incentive window is in the range of US\$ 300 to US\$ 1500 per month in addition to the P&G benefits.

In addition to these two scales, another program-based allowance by the name of Capacity Building for Results Facility (CBR) started which funds I - 4 grades of Tashkeel position and sometimes grade 5 of Tashkeel. CBR salary scale is applicable on NTA as well and it is mentioned in this guideline. The new NTA scale from grade I - 5 is the same as CBR salary scale. NTA is stretched down and has three more grades proportionally to the first five grades to cover all levels of NTA.

The purpose of having one pay scale for NTA and CBR is to attract TAs to Tashkeel positions of the government.

Considering the social, economic and human resources situation in the country, there is a strong need to develop a guideline for harmonization of the NTA salary scale and to implement it. This guideline will have important effect on project performance, service delivery, job securities and cooperation between different concerned agencies and institutions. Thus, it is important for the Government of Afghanistan to develop a single salary scale which will improve the performance of the government; it will also bring accountability and transparency for the Government, international donors and other stakeholders. Meanwhile it will stabilize CBR program appointees in line ministries as well. Therefore it is necessary to present a unified, fair and comprehensive remuneration scale for all donors and GoIRA agencies to consider it for NTA.

5. Job Categories

Taking into consideration various job responsibilities, titles and conditions, all NTA jobs have been divided in eight (8) categories and each category (grade) has its own conditions and responsibilities and each grade has ten (10) steps. The purpose of this categorization is to organize all payments of NTA according to the job responsibilities. The following table suggests work conditions on the basis of eight categories system named with letters (A to H).



	NTA Job Profiles	
	General Conditions for NTA Staff	A Staff
	Category (Grade) A-	
PURPOSE	DIMENSIONS	SKILLS AND COMPETENCE
Management, assignment and	 Management responsibility of administration, 	-
iniplementation of visions and strategic	including HR, Financial and others.	 Develop overall policies and strategies for the organization identify
plains of the organization and having the	 Develop administrative strategies divisionally and 	organizational priorities, and effective management of human. financial
auchority to take decisions on behalt of	across the organization and approval of various	and others.
UI Satiizauoli.	plans.	 Ability to implement working leadership model in the organization.
	 Authority for taking final decisions on 	maximizing the contribution of team
1	organization level	 Ability to professionally communicate about the organization and
Examples:	 Strategic planning and decisions of the 	represent the organization/project at national and international levels
 Director on Country or Zone level 	organization. General leadership of the	Minimum Reduirements:
 Equivalent of Director General or 	organization.	Doctorate degree with 3 vests relevant eventioned on Master 4-
Grade I level Positions in Civil Service	 Other responsibilities will be mentioned in the 	with 5 years relevant experience or hachelor degree with 10 word
 Senior Advisors to Ministers 	contracts of the individual.	relevant experience.



7 Page

Category (Grade) B-	
DIMENSIONS	SKILLS AND COMPETENCE
 Manage organization resources as per the contract. Contributes to the development of organizational strategies and implement them across the division or organization/ project. Taking the required decisions, planning and finding 	 General Skills: Ability to prepare plan for organization or department and responsibility of managing financial, HR and technical fields. Ability to prepare documents in the technical fields and to represent it in related meetings.
solutions for various problems and challenges.	 Ability of managing and liaison with outside of organization and project.
2 ·	
	Minimum De suisserentes
	Minimum Requirements: Having at least Master's or its equivalent degree with 5 years working experience or having Bachelor's degree with 7 years relevant experience.
	DIMENSIONS • Manage organization resources as per the contract. • Contributes to the development of organizational strategies and implement them across the division or organization/ project.



	SKILLS AND COMPETENCE	 Managing/ supervising organization resources within defined boundaries. Implementation of operational defined boundaries. Implementation of operational plans of organization or project Provision and arrangement of an organization or project internal policies or terms. Providing professional/technical advice to senior managers in the specialized areas. Project management and budgeting for the function or activities being managed.
Category (Grade) C-	DIMENSIONS	Development and implementation of certain specialized functions and activities.• Managing/ supervising organization resources within resources within defined boundaries. Implementation of operational plans of organization or project • Provision and arrangement of an organization or • Provision and arrangement of an organization or • Management and team leadership ability.Development and implementations and activities.• Management and team leadership ability. • Management and team leadership ability.Examples: • Advisor • Advisor• Management and team leadership ability. • Management and arrangement of an organization or • Writing and communication ability in project internal policies or terms. • Providing professional/technical advice to senior managers in the specialized areas. • Senior officers • Senior officers• Management and team leadership ability. • Management and budgeting for the function or • Bachelor's Degree with 5 years experienDevelopment to Grade 3 of civil Servants• Managers • Bachelor's Degree with 5 years experien
	PURPOSE	Development and implementation of certain specialized functions and activities. Examples: • Advisor • Technical Specialist • Managers • Senior officers • Specialized Engineers • Specialized Engineers • Specialized Engineers • Equivalent to Grade 3 of civil Servants

	Category (Grade) D-	
PURPOSE	DIMENSIONS	SKILLS AND COMPETENCE
To provide support to and implement technical and managerial activities	0 0 0	General Skills: • Ability to imple • Having require
Examples: • Officers • Field Engineers	 project operational plans Supervising and managing related functional units. 	Minimum Requirements: • Bachelor's Degree with 4 years experience in the related field.

9 | P a g e

To perform operational/support,	in the second se	General Skills:
educational, technical and other tasks of	defined boundaries or a specialist area.	• Ability to prepare various operational plans of the organization
the organization or project.	 Implement departmental plans to agreed standards of 	or project.
	the organization or project.	 Having specific skills in the related technical field.
	 Liaison and follow up activities with the related 	
Examples:	departments, data collection and preparation of	
 Community mobilizer 	project documents.	Minimum Requirements:
 Surveyors 	 Communication with interested persons both 	
• Senior assistant	internally and externally.	Bachelor's degree with 3 years related experience or 5 years working experience.

	Category (Grade) F-	
PURPOSE	DIMENSIONS	SKILLS AND COMPETENCE
To perform administrative support tasks of the department. Examples:	 organization or project. Assist in the implementation of working plans and reporting to the organization or project management. Liaison and follow up activities with other related units of the organization or project. 	 General Skills: Working ability in the field of management or support according to the internal terms of a project. Having skills in the related technical field.
• Assistant • Clerk	 Prepare and type documents, manage the filing of the documents and coding when needed. 	Minimum Requirements: Bachelor degree with 2 years relevant experience or Baccalaureate degree with 4 years relevant experience.



Category (Grade) G-						
PURPOSE To perform administrative support tasks of the department. Examples: • Technician • Driver	DIMENSIONS	SKILLS AND COMPETENCE General Skills: • The required skills as per the TOR of the position • Produces work or conduct the assignment with acceptable standard. Minimum Requirements: Baccalaureate degree from school / educational institute / professional institute as per the requirement of the job.				

	Category (Grade) H-	
PURPOSE	DIMENSIONS	SKILLS AND COMPETENCE
Manual labour as per the requirements of the position	 Undertakes day to day routine work which is assigned 	General Skills:
the position	by supervisor.	 The required skills as per the TOR of the position
Examples:		 Produces work of a consistently and acceptable standard
• Chief		
 Housekeeper 		Minimum Requirements:
• Cleaner		 Knowledge of equipment under care.



Note: Senior Officer is placed in category C. It is worth mentioning that a senior officer can only go up to step five of the grade C. In addition a senior officer cannot be offered above the first step of the grade.

6. Salary Scale for NTA Staff

NTA has eight grades, each grade has ten steps. There is a fix interval in each step. The interval is set by a variant multiplier to the original P&G salary of a civil servant. Payment of NTA salaries according to the eight grade system and ten steps within each grade, differs and all the factors affecting this salary scale have been considered in this guideline. The new NTA scale is in local currency which is Afghani.

	and the second	Salterstand				05	Ste			Service Stre	
Grade	Interval	1	2	3	4	5	6	7	8	9	10
1000		160000	177778	195556	213333	231111	248889	266667	284445	302223	320000
A	17778		17778	17777	17777	17778	17778	17778	17778	17777	17777
	Maria Later	128000	142222	156444	170667	184889	199111	213334	227556	241778	256000
В	14222	120000	14222	14222	14223	14222	14222	14223	14222	14222	14222
1. N. N.		76000	83111	90222	97333	104444	111556	118667	125778	132889	140000
с	7111	70000	7111	7111	7111	7111	7112	7111	7111	7111	7111
-		38000	43667	49333	55000	60667	66333	72000	77667	83333	89000
D	5667	30000	5667	5666	5667	5667	5666	5667	5667	5666	5667
	1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 -	25000	27889	30778	33667	36556	39444	42333	45222	48111	51000
E	2889	20000	2889	2889	2889	2889	2888	2889	2889	2889	2889
	2000000	22000	24000	26000	28000	30000	32000	34000	36000	38000	40000
F	2000		2000	2000	2000	2000	2000	2000	2000	2000	2000
1000		18000	19889	21778	23667	25556	27445	29334	31223	33112	35001
G	1889		1889	1889	1889	1889	1889	1889	1889	1889	1889
-		8000	9111	10222	11333	12444	13555	14666	15777	16888	17999
h	1111	1111	1111	1111	1111	1111	1111	1111	1111	1111	1111

7. Implementation Condition of NTA Guideline

Harmonization of NTA salary scale would not be possible at once, as contracts adjustment would take times that is why enough time has been considered for the process as it is mentioned in the below. The following tasks must be done in order to achieve the results and implement the guideline in an appropriate manner:

A. New Recruitments

 Newly recruited staff should be offered the first step of the relevant category / grade of NTA Salary Scale. If the candidate has master or PHD degree, an additional step could be offered and if the candidate has two years additional experience than what is required, one more additional step could be offered. In addition, technical positions could be offer one additional step but it is mandatory that offer cannot be given beyond step 5 of the same grade. Step 5 should be extreme exceptional.

12 Page



- Promotion / increase from one step to another should happen only after annual successful performance appraisal of an employee by its relevant organization. Without performance appraisal salary level cannot be increased. It is recommended that CBR standard format for performance appraisal should be used but the format of the appraisal would depend on each project's internal procedure but CBR format is highly recommended.
- All NTA recruitment should be based on merit through open competitive process and direct recruitment without going through the process is not allowed except for very technical positions (Note: all management positions are not technical).
- NTA Terms of Reference would have standard NTA format and it would be an Annex to this Guideline.
- NTA Salary Scale includes all regular benefits and allowances except transportation, communication and insurance to be provided as per the internal agreements of each organization.
- Those employees whose salary is lower than the salary scale of NTA will remain the same until the end of the project.

B. Current NTA

- The contracts of all current NTA will be renewed after the end of their contracts period according to this Salary Scale and Guideline. If the contracts are not finalized until the **31 June 2016**, then all current valid contracts will be adjusted according to the Guideline.
- All International Donors and GoRIAs offices are obliged to issue a notification to all their relevant NTAs about their contracts' adjustments by the date which is mentioned in the above points;

8. Supervision & Compliance

For the implementation of the guideline, a Supervisory Committee will be established in January 2016 in the Budget Department of the Ministry of Finance. The Supervisory Committee is composed from the representatives of IARCSC, World Bank (representing ARTF responsibilities) and one rotating member from other key donor for one year and the Committee will be operating under the leadership of MOF / Budget Department. The Committee is responsible to assure that all stakeholders are following NTA Salary Scale and Guideline. The Committee will be holding quarterly meetings in the Ministry of Finance and will be reporting regularly to the Steering Committee of CBR for final endorsement. The Supervisory Committee TORs is Annex to the guideline.

Some of the key responsibilities of the Supervisory Committee (SC) are listed below:

- NTA SC will receive regular quarterly updated information about the type, number, duration, salary and other required data from the stakeholders (International donors and GoRIAs offices). For consistency, a standard reporting format will be shared with all donors and GoRIAs offices prior to the beginning of 2016.
- NTA SC will have a database to register all on/off budget NTA contracts and other available information. This will enhance overall accountability and transparency.
- NTA SC will report to the Steering Committee of CBR as per the Presidential Order No. 852 for the required decision.
- NTA SC could work on NTA Salary Scale revision and it will be in consultation with all international donors and GoRIAs offices, if needed.

According to this guideline the responsibility of all NTA related affairs must be given to the relevant offices of GoIRA; it includes recruitment, annual evaluation, promotion and duration of the



contract. After receiving the authority of controlling, the GoIRA would conduct evaluations of all public administrations at various points of time, identify need of the organizations for new NTA and start recruiting NTA staff through the related government offices.

9. Critical Success Factors

There are many important factors listed below which are necessary for the success of NTA guideline, consideration of these factors will have favorable results:

- I- Agreement of all donors and compliance with the timeframe to adjust NTA contracts according to the guideline.
- 2- Establishment of the Executive Committee
- 3- Establishment of NTA Database in the Ministry of Finance.
- 4- Gradual implementation of the guideline and its revision, if needed.
- 5- Coordination between donors and GoIRA.
- 6- Observation of relevant policies and regulations.

10. Expected Results of the Guideline Implementation

With the implementation of this guideline, NTA staff salaries will be arranged to an extent, and it will be applied on all agencies including the GoA and international donors.

The following results are expected from the guideline implementation:

- More government control on NTA salaries.
- A harmonized, consistent, fair and transparent pay scale
- Strengthen the fiscal sustainability
- Fight recruitment corruption
- Avoid employees turnover in organizations
- Maintain organizational history
- An attempt to have social justice in income distribution
- Avoid excessive salaries paid to some employees



End