

APPENDIX 7:

THE PROPOSED ADMINISTRATIVE SYSTEM FOR SAFETY NET PROGRAM

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According to the protective programs which have been employed so far in Islamic Republic of Iran by different organizations, and since their experiences in their obligations sphere are quite large, therefore establishing a new governmental organization for administering these tasks is quite unreasonable and will cause new expenditures. Therefore although the activities area of existing protective organizations is not quite large to cover the goals of the safety net program, but it seems that specializing and extending these organizations can provide the best efficiency to achieve these objectives. Two important organizations of Kommitte Imded Imam Khomani (KIIK) and Social welfare organization (SWO) among other protective organizations can better cover the goals of safety net program. On the other hand, it seems that by adding up the objectives and obligations of these two organizations and by making coordination with other related administrative organizations, desirable conditions will be provided to achieve the goals and obligations of safety net program. The coordination between the existing organizations not only causes organizing of a new organization for safety net purpose, will also prevents overlapping in tasks and repeated obligations. However, this coordination should be under a coordinator management in a manner that no overlap be existed between their responsibilities. According to the new obligations necessary for the safety net program a new structural organization should be designed for protective organizations which define their activities in the framework of new responsibilities. Anyhow in reforming administrative organization of protective organizations, decentralization is a very important principle for necessity of expediting of the

protective organization. Because of the absence of necessary coordination between provinces regarding the vulnerables geographical distribution, it seems that protective organizations at provincial level should have necessary decision making power, and the offices at district level should be administered by the office of the province.

The central administration only provides guide-lines, control and consultant services for provincial functioning and does not involves in their activities directly except in special cases in order to solve their problems like technical, and financial control and supervision.

Offices of the provinces should have enough decision making power and only are limited by general regulations and public rules. It is obvious that the central administration will formulate the government's policies, allocate budget at provincial levels and rule out quantitative and qualitative controls on province offices .

Principally would be better to integrate the existing protective organizations in a new organization formally, but with respect to existing bureaucratic conditions, this integration because of slow operation of governmental organizations leads to disachivement of the safety net goals. Therefore, proposing integration of these organizations in an new organization and with a defined administrative structure seems to be unattainable in the short-run.

Although this subject should be in the remembrance of policy-makers of governmental system, that after a period of time, the smaller organizations which have been established for specific goals, gradually grow up and expand their obligations area and this subject under influence of current affairs of these organizations, causes overlapping with other related organization and consequently result in wasting resources and dispersion of decision-makings.

Regarding to the identification of vulnerables, it seems that KIIK with respect to its numerous affiliations and the network which has provided for identifying vulnerables

can better handle administrative management in cash and in kind aids and job creation affairs. On the other side, SWO as an active organization and in coordination with KIIK should handle the obligations which are out of the current and future obligations of KIIK. On the other hand, KIIK protects vulnerables groups but SWO provides services for unable groups to donate them ability to work to provide their subsistence. According to this definition, the sphere of the activities of these two organizations is nearly determined and we can determine their sphere of influence. As it was cited before the high coordination between these two organizations, and other executive organizations as labour and social affairs, and commerce ministries, and banking system is an essential condition for succeeding to administer safety net program. Necessary coordination can be created by a coordinator supervision which controls the related organizations and define their obligations, therefore a supreme protection council with the following qualifications is proposed (chart 1). As it is obvious in chart 1 the supreme protection council acts as a unit which controls the activities of affiliated organizations permanently. This council includes of the following members:

- 1- The head of the Plan and Budget organization (head)
- 2- The head of KIIK (member)
- 3- Director of SWO (member)
- 4- Vice minister of labour and social affairs (member)
- 5- Vice minister of commerce (member)

The head and each of 4 members are devoted one vote in the council. In this chart KIIK and SWO operate as the back bone of the council, and other related organizations of the chart 1 are obliged to coordinate their activities with these two organizations, till in the necessary cases, perform the determined tasks. The process of cooperation of these organizations with KIIK and SWO will be discussed later.

This council may employ the consultants and special inspectors for her

surveyance in her decision-making direction. Also the secretariat of the council will follow the related affairs of the council.

The council has full decision making power, and can decide in all related protection affairs, and her decisions will be indispensable. The task of the council is to approve necessary regulations, which are indispensable for affiliated organizations, and also proposing general policies to the government, allocating budget, quantitative and qualitative controls on related organizations performances. The council's decisions are indispensable for the ministries involved in the council for performing necessary affairs in accordance with the safety net programs. On the other hand, the council can compel the ministries of labour and social affairs and commerce to perform necessary cooperations in the safety net programs. Therefore, the council by determining necessary dimensions of the under - controlled organizations, compel them to perform the related services for safety net programs.

According to the existing chart of KIIK, it seems that this organization should adapt her organizational structure with her new obligations. In this regard by considering the decentralization principle the following chart (2) is proposed for KIIK. In the chart the head of KIIK, is in bilateral relationship with the following deputies: Budget and planning, legal and parliamentary, province affairs, control and auditing, administrative and financial.

The inspectors board form of reliable persons who will render their inspecting reports to head of KIIK permanently. This board also includes specialists consultants who will always help the head of KIIK in the related affairs. The inspectors and consultants board does not involve in decision-makings directly but in the case of necessity can render their reports and the inattention of KIIK's head to their proposed problems to the inspectors and consultants board of the supreme protection council (chart 1) in order to be considered by the council.

Offices of the head of KIIK public relations, and security will operate as general assistants for KIIK's head. Regarding the existing organizational chart of KIIK (chart 3), the head of KIIK will be under the rule of the supreme protection council (chart 1) instead of being controlled by existing central council. In existing circumstances of KIIK, there is an international affairs office which is eliminated in the proposed chart and her responsibilities are eliminated. province affairs' office is redesigned as a new deputy. Research and planning deputy is revived in the proposed chart, and the following offices are designed under its control (chart 2): Budget and plan, statistics, training and research. The cultural affairs office is eliminated from this deputy. In the proposed chart administrative and financial deputy is revived and includes the following offices: Financial affairs, personnel affairs, administrative services, and accounts auditing.

The legislative and parliamentary deputies in the existing chart, will operate as one legislative and parliamentary deputy in the proposed chart, and also medical services deputy is eliminated from the chart and her obligations will be transferred to SWO. Supporting deputy, and self-sufficiency, construction and development, and attracting people's gifts deputies have been eliminated from the central chart in favor of decentralization principle. It is noticeable that in this level of organizational structure, KIIK's obligations are general decision-makings, control and supervision, and guiding the provinces offices, and the provinces offices will be autonomous in their allowed spheres of activities. The extent of the organization at province level depends on the dimension of protective programs, and will be quite different according to the protectable population and the geographical distribution of vulnerables but we present its main structure as is shown by diagram 4. In this diagram the organizational chart of a typical province is presented.

Under the control of the general director of province there are administrative and

financial, budget and plan, identification and assistance deputies. Inspection and audition office controls the performances of the mentioned deputies, and render her reports about the activities of these deputies and their personnel to the general director of province.

Administrative and financial deputy forms of administrative, financial and personnel managements and their obligations is to provide essential needs to administer province affairs. Identification deputy's obligation is to identify the vulnerables and in order to achieve this goal it forms of two managements of identification and appeals. Identification management, with her personnel, who are scattered at province level, identify the vulnerables, and introduce them to assistance deputy. Appeals management for investigating the claims, is obliged to reinvestigate the files whose their owners protest to the identification judgment decision. Assistance deputy includes of three general managements of cash aids, kind aids and employment aids. Cash transfer management task is to provide necessary facilities for cash transfer to the vulnerables, and kind transfer management task is to provide necessary facilities for kind transfer. Employment management is in relation with job creation projects affairs. Generally, assistance deputy provides assistances through the other related organizations which are in contact with this deputy and are shown by diagram 5.

Budget and plan deputy forms of the managements of budget and plan, statistics and informatics, attraction of people's gifts, control and audition. Budget and plan, and statistics and informatic managements, involve in designing and adjusting existing procedures, collecting statistics, analyzing data and other deputies' performances. Attraction of people's gifts management involves in collection of people's gifts and charities, and the collected funds in this way do not belong to the province office and should be rendered to the central administration, and then be redistributed between the province offices. Control and audition office's task is to investigate the files randomly

and if she proves that incorrect informations have been rendered to the identification personnel, their records will be delivered to the related judicial authorities. Cash penalties received through this procedure should be rendered to the central administration and takes a part of KIIK 's revenues. The selected sample size and the penalties should be related to the probability of infringements (violations) and should be chosen in a manner that prevent the individuals to render incorrect informations to the identification personnel.

The general administrative process at province level is so that the identification deputy after identifying vulnerables introduce them to the related office in assistance deputy, and this office will donate assistances by using other offices cooperation at province. It is noticeable that KIIK does not involve to distribute goods or providing goods or creating jobs directly, and should not have administrative offices in these fields, but the organizations for donating goods or services for job creation should be designed at related province general executive offices, and should employ the existing network at province general offices, of different ministries, therefore the KIIK's task at province level is identification and introduction. The supreme protection council, with previous coordination with the ministries of labour and social affairs and commerce, provides necessary arrangements in order to perform the KIIK projects for providing cash and kind aids and employment services and thus, the council allocates necessary budgets, and compels related ministries for providing special services in connection with the above allocated budgets. Therefore, general offices at ostan level recieve their budget from the related ministries before, but the process for expending it is definied by KIIK at province level. In this regard, all of the related general offices at province level, are compelled to render their reports about their performances to province governor and he is compelled to report the performance to the control deputy of the central KIIK (chart 2). The general director of KIIK at province level is also obliged to report her performance to the province affairs deputy of central KIIK (chart 2). Control deputy

of KIIK by evaluating the performances of provincial offices can report the misoperation cases to the judicial authorities through legislative and parliamentary deputy of KIIK, and the offender will be under the legal prosecution. As it was seen, the reports are rendered to the control deputy through two channels, which prevents possible abuses of executive offices and KIIK at province level.

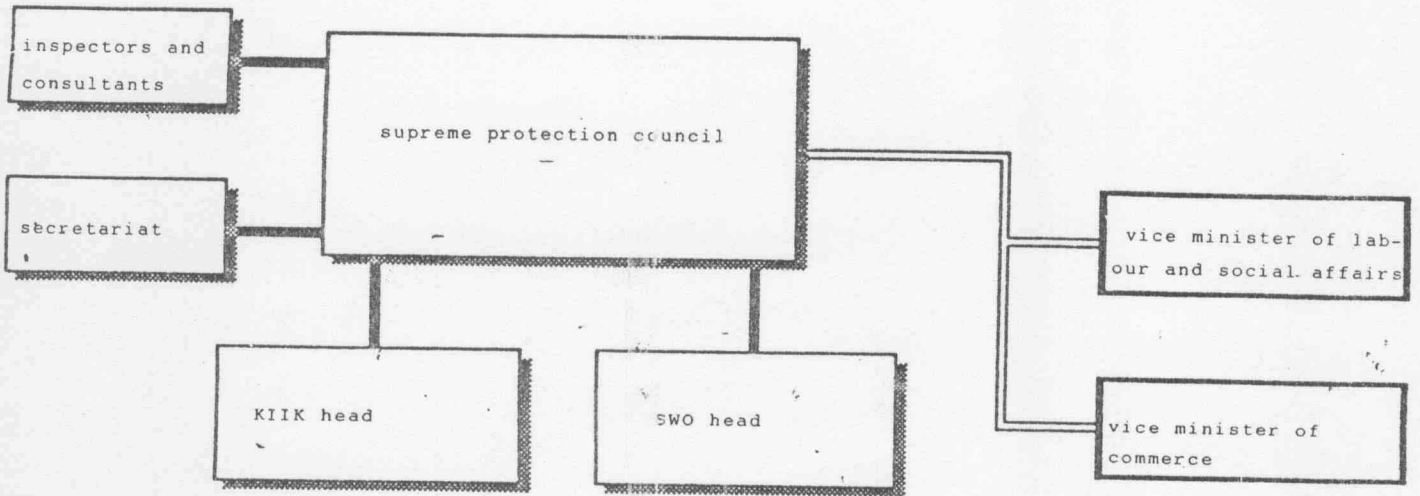
Administrative organization of SWO will not be changed essentially, but the volume of activities of this organization necessarily will increase, in response to the elimination of medical services deputy of KIIK (diagram 3). The existing chart of SWO is presented by diagram 6. SWO will operate as a parallel organization with KIIK whose obligations is complement to KIIK activities in rehabilitation affairs.

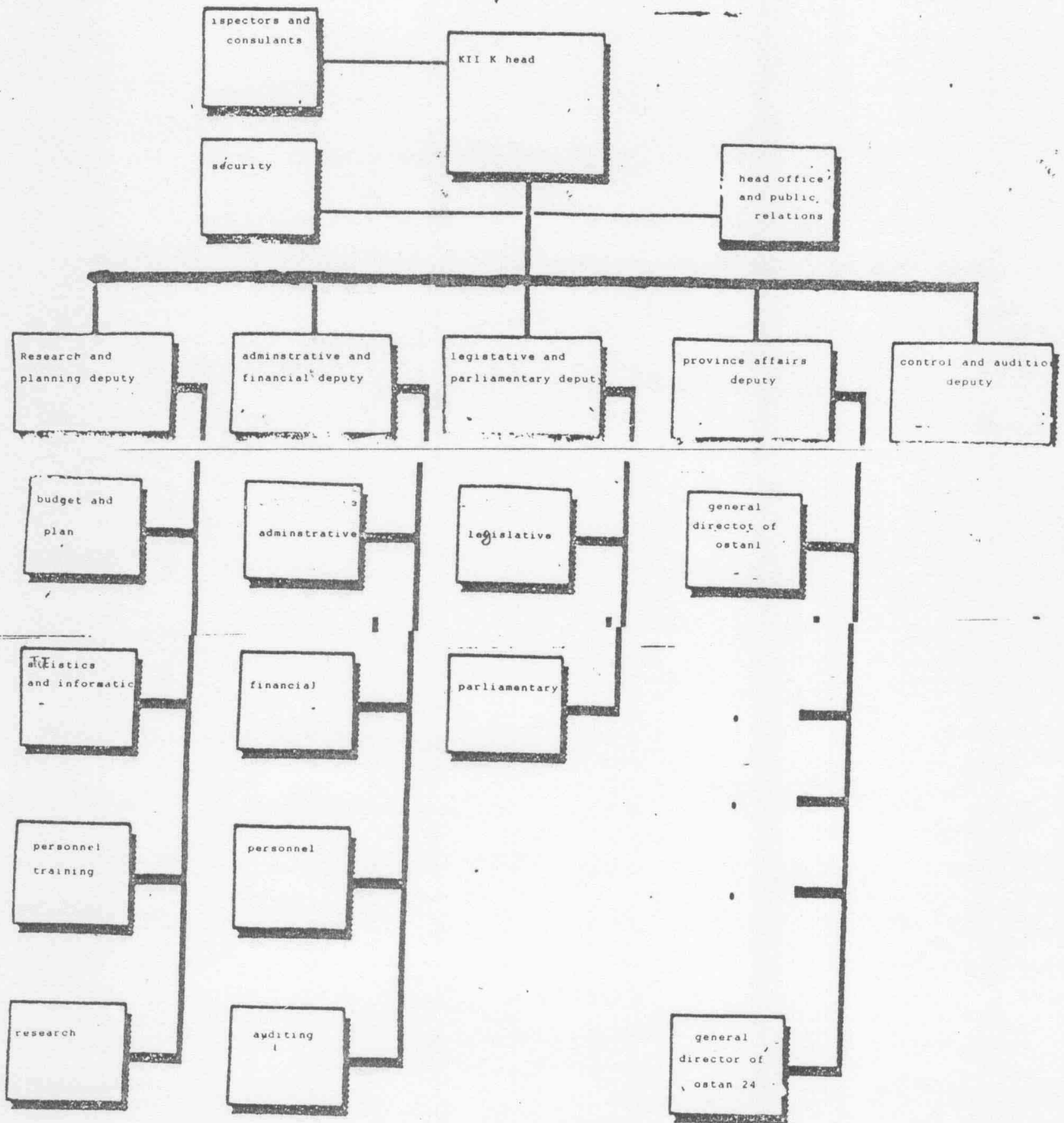
In existing organizational structure of SWO, there is an office of needy families and without breadwinners affairs, which its activities overlap with KIIK designed activities. Task of this office is to investigate the families whose their breadwinner are unable to work or the families who have no breadwinners. Regarding to the cited definition, and separating the KIIK and SWO obligations, necessarily the obligations of this office should be delivered to KIIK. In other words, this office should be eliminated from the social affairs deputy of SWO (diagram 6) and her obligations should be inserted in identification and assistance deputies of KIIK (diagram 4). The general chart of proposed organization for SWO after elimination of the needy and without breadwinners families affairs office is presented by diagram 7.

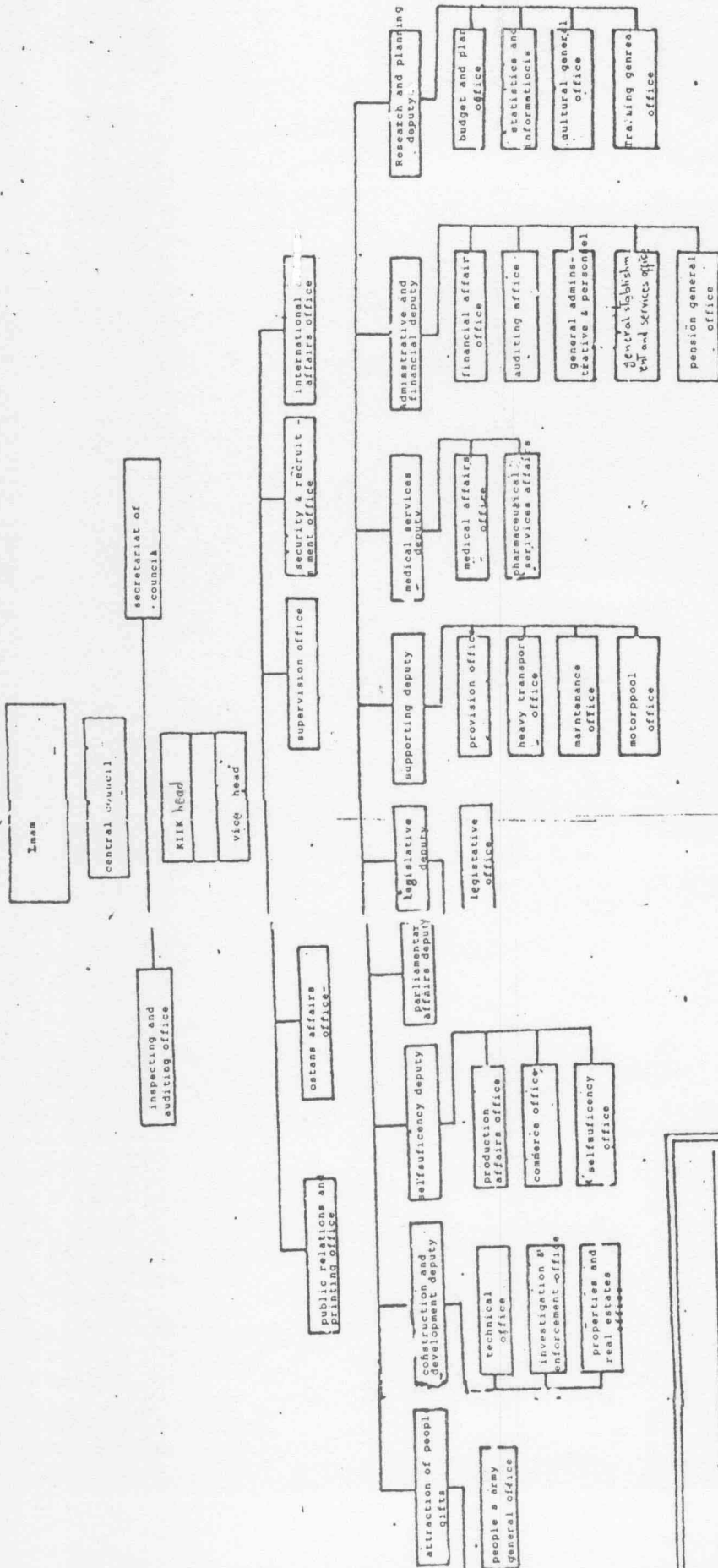
Regarding the sensitivity of this office's tasks the at once elimination of this office from the existing SWO organization, and inserting its tasks into KIIK, is not proposed because until the groups under the protection of this office be transferred to the protection programs of KIIK, the needy and without breadwinners families will be hurt, therefore such reform is not proposed in the first stage. Elimination of this office from SWO chart and inserting it in KIIK should be done gradually, and before this reform KIIK should be prepared to perform this office's obligations perfectly.

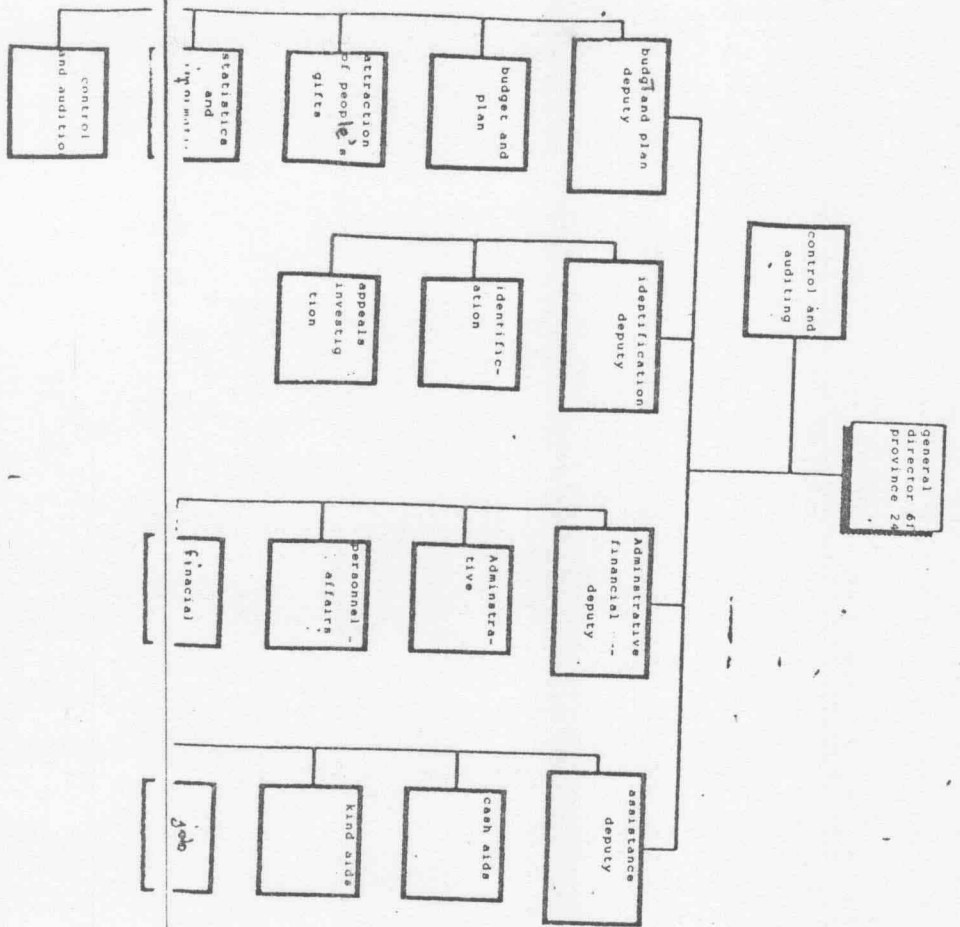
Regarding this point that KIIK is a semi-formal organization, necessarily should perform under the governmental rules and regulations and each of its personnel should be qualified according to the administrative rules. In order to achieve this goal, all of the personnel of KIIK should benefit suitable trainings according to their administrative responsibilities. Meanwhile SWO can assist KIIK to achieve this goal. As mentioned earlier, the cooperation and coordination of these two institutions is necessary condition to achieve the safety net goals. In this direction according to the decentralization principle, since KIIK at province level has decision-making power in a discenterlized manner, therefore KIIK and SWO should enjoy necessary coordinations at provincial level, this coordination can be created by province protection council which includes of the province governor, SWO and KIIK's heads, commerce and labour general directors.

Diagram 8 presents the proposed chart which had been shown in separate charts previously. In this chart, SWO organizational chart, is not shown, but it is as shown by diagram 2.

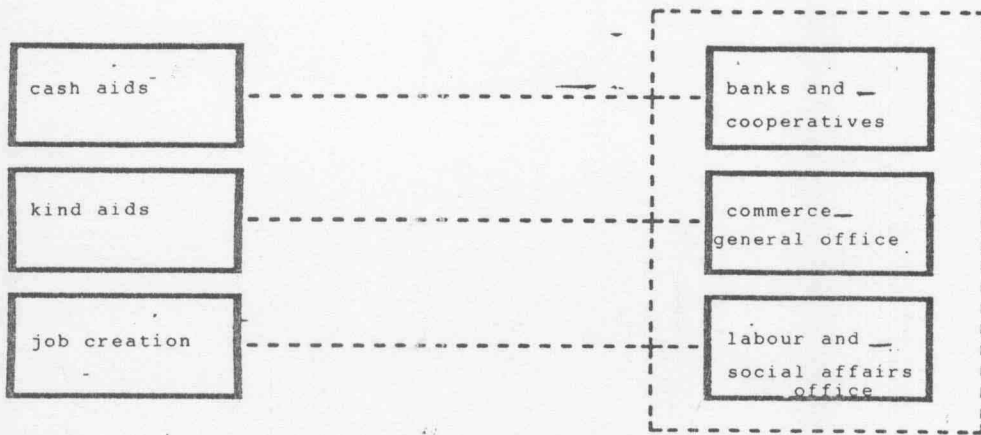


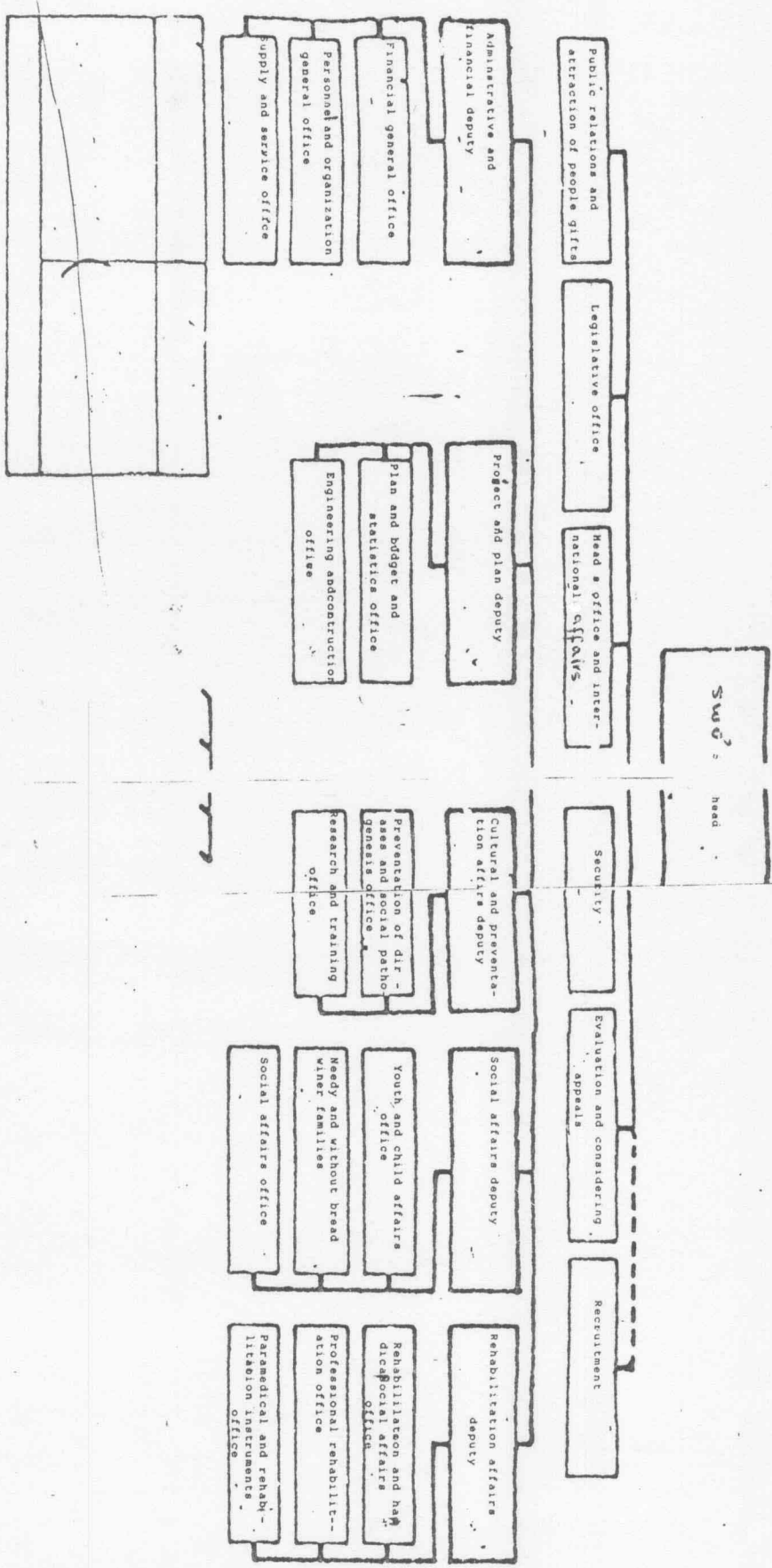






(4)





Swo's head

