

Executive Summary

Strengthening the Decentralized Approach to KOICA's Development Cooperation

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CHAPTER I: BACKGROUND OF THE RESEARCH

Introduction

This report aims at suggesting measures to devolve authority over development cooperation to the field, focusing on the Korea International Cooperation Agency's (KOICA's) aid management. This paper proceeds as follows. After discussing the purpose, scope, and limitation of the research (Chapter 1), it sets out the concepts of field orientation, its elements, advantages/disadvantages, and determinants of decentralization levels (Chapter 2). It then describes KOICA's current level of field orientation using key elements of decentralization (Chapter 3). The next chapter analyzes and categorizes other donor's practices (Chapter 4). Chapter 5 provides policy recommendations for KOICA with reference to the four decentralization models. The paper concludes by offering potential criteria and indicators for assessing and reviewing progress in decentralization (Chapter 6).

Purpose of the Study

There has been a call for greater decentralization of operations to the field level in both the domestic and international development communities. The Paris Declaration on Aid Effectiveness states its commitment to taking concrete and effective action to address insufficient delegation of authority to donors' field staff. The Evaluation Report states that the most significant enabling conditions for successful implementation have been the changes in regulations and practices to delegate greater authority and capacity to country offices.¹⁾ Experience also demonstrates that the higher the degree of decentralization of staff, resources, and responsibilities to the field, the better the agency's performance in aid effectiveness.²⁾

Internally, KOICA and the Prime Minister's Office have made a decision to promote Country Assistance Strategies (CAS) in key program countries and to operate from the field.³⁾ Moreover, the fact that Korea's target for mid-term ODA size is set to triple by 2015 gives rationale for rethinking the way work is currently organized at KOICA. As new recruitment is unlikely to keep pace with soaring aid volume, headquarters (HQ) will be severely overloaded if more duties are not delegated to the field stations.

CHAPTER II: DEFINITION, ELEMENTS AND DETERMINANTS OF DECENTRALIZATION

Definition of Field-Oriented Approach

A "field-oriented approach" can be defined as a process of shifting decision-making authority and aid management responsibilities from HQ to country offices by widening

1) OECD, 2009d

2) OECD, 2009b

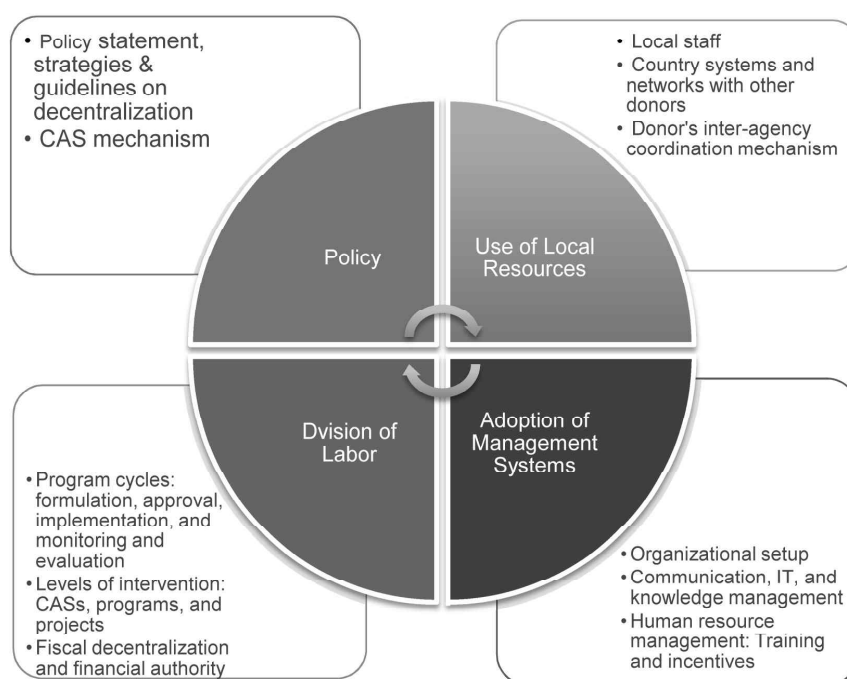
3) KOICA (February, 2010) KOICA's Plan for Renewal: 2010–2015, Prime Minister's Office (October, 2010) An ODA Improvement Plan

deconcentration and ultimately achieving a higher degree of decentralization. While “deconcentration” or administrative decentralization means that field units are restricted to implementing decisions that have already been made at the center, “decentralization” entails the transfer of power and resources. In a decentralized agency, tasks of HQ change from managing transactions to concentrating on overall strategic management, facilitating access to communications and networks and promoting government-wide policy coherence.⁴⁾ On the other hand, field missions should take charge of establishing CASs, and be equipped with financial and human resources to carry out the strategies.

Elements of Field Orientation

Analyses on donors' decentralization suggest that a field-based approach has four building blocks: a decentralization policy, division of labor between HQ and country offices, use of local resources, and adaptation of management systems. Each of these elements is composed of the following sub-factors [Figure 1].

FIGURE 1: FOUR BUILDING BLOCKS OF FIELD ORIENTATION



4) OECD, 2001

Pros and Cons of Decentralization

Decentralization has both advantages and disadvantages. Through close and ongoing interaction with local partners, it ensures flexible, fast, and responsive partnerships that enable partners to meet their own development needs. Decentralized operations are also known to support in-country accountability. However, a development agency operating in many different locations may stretch itself too thin. Working with other development actors is not without cost. Risk management and field-level compliance with policy coherence should be taken into account as well.

Determinants of Decentralization and Challenges for KOICA

The variation in the degree of decentralization is due many factors: political will and leadership, the previous degree of centralization, the complexity of management, the volume of aid, and the number of partner countries.⁵⁾ These determinants indicate that KOICA has to overcome a great deal of challenges. The vertical organization of Korean aid architecture combined with highly centralized administration means that operational decentralization will take place at a slower pace. Under the fragmented institutional arrangements,⁶⁾ special interests of the different ODA institutions could also create bureaucratic obstacles to ensure a single, whole-of-government development channel in partner countries.⁷⁾ In addition, decentralization might not be an easy solution for smaller agencies like KOICA with a modest aid volume and a large number of partner countries, in that small donors need a critical mass at HQ and organizational capacity and resources can be stretched at the field level.

5) OECD, 2009c The degree of risk averseness and openness to change in organizational culture are other factors.

6) Korea's ODA system functions as two pillars, MOFAT (in charge of grant policy)/ KOICA (implementing agency) and MOSF (in charge of loan policy)/EDCF (implementing agency). The Committee for International Development Cooperation (CIDC), a Prime Minister-led body, orchestrates development cooperation policies. Additionally, there are around 30 institutions participating in the execution of ODA programs.

7) The complex and fragmented nature of the current aid architecture in terms of actors and instruments can reduce transparency in the allocation and predictability of aid at the country level.

CHAPTER III: KOICA'S LEVEL OF FIELD-ORIENTATION

The degree to which KOICA can delegate development cooperation responsibilities from HQ to the field level was reviewed according to four aspects of decentralization discussed in Chapter 2.

Decentralization Policy

KOICA has not adopted a formal policy statement on decentralization in the form of a Mid-Term White Paper, Charter or Policy Memorandum. The blue book and corporate bylaws only regulate roles and tasks of HQ but not those of overseas offices. However, organization reform plans by KOICA in 2010 and the following ODA improvement plan by the Prime Minister's Office in 2011 are focused on boosting field participation in aid management. As a first step to translate the commitment into specific measures, this research was commissioned in 2010. KOICA is now finalizing plans for institutional renewal covering how to proceed with decentralization. The Country Assistance Strategy (CAS) process, a key mechanism for decentralization, has not yet been formally established, and therefore does not set out the details of how KOICA works in each partner country. Currently, CASs are being piloted starting with Vietnam, the Solomon Islands and Ghana, and will be produced for 23 primary program countries.

Roles between HQ and Overseas Offices

KOICA has made progress in terms of deconcentration or administrative decentralization. As of year 2010, a total of 67 expatriate staff are performing their duties in 41 developing nations.⁸⁾ It is about 30% of the total national permanent staff (19% if including fixed-term employees), close to the Development Assistance Committee (DAC) average of 26.4%⁹⁾ [Table 1]. However, the autonomy of KOICA overseas offices is

8) Only 20% of national employees were posted in 41 FOs in 2006 while 30% of staff were deployed in 68 offices in 2010.

rather limited. HQ is accountable for the entire project cycle. Throughout planning, approval, implementation and evaluation processes, field offices (FOs) only play a supportive role, not a leading or joint role. In regard to the “unit” or “level” of intervention, KOICA in the present mostly works at the project level, and the management of programs and CASs are still at an evolving stage.

Responsibilities for some local contracting activities rest with overseas offices. However, country offices do not have influence over budgets and financial management. Field offices must seek approval from HQ when locally hiring staff. In addition, an in-house survey revealed that FOs spend most of their time on managing projects and volunteers, and feel that they are short of capacity required for designing programs and building partnerships.

Use of Local Resources

Understaffing is a major constraint in extending the role of FOs beyond administrative support. Assuming KOICA has 26 priority partner countries¹⁰⁾ with one office per country, the number of outposted development staff per office in priority partner states is only 2.6. In reality, KOICA has established 44 FOs in 41 countries and only 1.6 development staff are stationed per office on average. It is much a smaller number than the average of 7.2 national employees that surveyed DAC donors appoint to each office. Holding a minimum size of expatriates is fundamental to draw on local expertise as they play a role in serving as a liaison between HQ and the field, overseeing office operations, and informing local staff of Korean ODA policies. On the top of that, KOICA only hires about 2.0 times as many local staff as national staff, much lower than the DAC average of 2.5 times. There is an average of less than one local professional (0.8) per office [Table 1].

9) OECD, 2008

10) It was announced that Korea selected 26 priority countries where both grant and loan aid take integrated approaches.

Table 1: Development Staff at HQ and the Field Level

	Average Number of Priority Bilateral Partners with Offices		Distribution of National Employees and HQ		Expatriate Development Staff per Office		Locally Recruited Employees per Office	
DAC average	36*		27%		7.2		2.5 times the number of expatriate staff	
KOICA (2010)	25**		30%		2.7		2.0 times the number of expatriate staff	
Country	HQ	Field Expatriate	Field Expatriate / (HQ+Field Expatriate)%	Field Local	Total Staff	Number of Priority Partners with Offices	Field Expatriate / Offices	Field Local / Offices
Australia	594	153	20	401	1148	35	4.37	11.46
Austria	112	22	16	56	190	17	1.29	3.29
Belgium	338	87	20	90	515	20	4.35	4.50
Canada	1769	248	12	821	2838	58	4.28	14.16
Denmark	300	240	44	560	1100	25	9.60	22.40
European Commission	996	1214	55	1101	3311	106	11.45	10.39
Finland	170	71	29	119	360	16	4.44	7.44
France	1180	1134	49	275	2589	55	20.62	5.00
Germany	2752	1727	39	9431	13910	67	25.78	140.76
Ireland	142	49	26	258	449	12	4.08	21.50
Italy	357	84	19	164	605	25	3.36	6.56
Japan	1441	701	33	1086	3228	90	7.79	12.07
Korea	228	68	23	140	459	26	261	5.60
Luxembourg	55	10	15	25	90	7	1.43	3.57
New Zealand	138	17	11	41	196	15	1.13	2.73
Norway	584	232	28	360	1176	28	8.29	12.86
Portugal	158	21	12	22	201	0		
Switzerland	511	150	23	1180	1841	36	4.17	32.78
The Netherlands	600	300	33	600	1500	36	8.33	16.67
United Kingdom	1394	434	24	443	2271	51	8.51	8.69
Average	691	348	27	859	590	36	7.16	18.02

<Source: “Survey on the Levels of Decentralisation to the Field in DAC Members’ Development Co-operation Systems” and “KOICA Field Office Operation(2010. 12)”>

Note: * “There is some discussion as to the robustness of these figures. For example, Canada has offices/embassies in 58 partner countries, but only records 6 (moving to 15) field offices in the 2007 Peer Review. Also, some members have recorded a much higher number of ‘total field offices’. Firstly, this is because of members, with both a ministry and separate implementing agency involved in development co-operation often have two or more offices in the same country. This is the case of Japan, France, and Germany, who have recorded more than 170 offices abroad representing different institutions (275 in the case of Japan), but concentrate development co-operation activities in fewer partner countries. Secondly, members where development co-operation is under the authority of the embassy rather than a separate agency/office have also reported having more field offices than others (e.g. Finland and Netherlands). Nevertheless, some embassies may not be permanently involved in development co-operation activities.” ** Although KOICA operates 44 offices in a total of 41 partner countries, the authors only count the number of offices in priority partner countries assuming that there is one office per country. >

The 2008 Survey on Monitoring the Paris Declaration showed that Korea’s reliance on public finance management (PFM) systems or public procurement systems (PPSs) remains weak. Similarly, KOICA is not making headway in the use of donor harmonization mechanisms in the context of program-based approaches (PBAs) or joint missions.¹¹⁾ Part of the reason is that stand-alone projects are main features of KOICA’s business and it does not engage in new aid instruments such as budget support.

KOICA attempts to reduce institutional compartmentalization and leverage networks with Korean aid-related organizations on the ground. Organizations such as the Ministry of Foreign Affairs and Trade (MOFAT), KOICA, Korea Eximbank (KEXIM), the Korea Trade-Investment Promotion Agency (KOTRA) and other ministries and agencies meet at embassies, and share information on development cooperation issues. Nonetheless, such collaborative operations are not formalized and are limited by a lack of integrated CASs containing a country-based, multi-year budget envelope.

11) According to PD monitoring surveys in 2006 and 2008, KOICA recorded the lowest scores on Indicators 5a (Use of country PFM systems), 5b (Use of country procurement systems) and 9a (Percentage of aid provided as PBAs). None of the grant aid was provided through country PFM/PPM systems. Only 1% of aid in 2007 was recorded as “Other PBAs excluding budget support.”

Modification of the Management System to Facilitate Decentralization

In an effort to harness integrated country-level strategies, KOICA has restructured the entire agency, moving away from sector-based project management to a more country-based approach.¹²⁾ The organization has a good quality information and communication technology (ICT) network linking the center office in Seongnam to FOs around the world. The KOICA intranet, called KOMIS, is a key to facilitating communication and knowledge sharing between HQ and the field. However, local employees have limited access to KOMIS as it is only available in Korean.¹³⁾ KOICA is not yet equipped with video conferencing systems, either. In regard to the training of support staff working in the field, KOICA offers pre-departure seminars that cover managerial aspects of field work and aid effectiveness issues pertinent to the field. Yet, coherent training manuals or guidance for local staff has not been produced by the center. At KOICA, the main corporate performance framework is Management by Objectives (MBO), which intends to translate corporate goals into country/departmental plans, and ultimately individual performance management. Common MBO indicators for FOs are simplified on the ground that it is difficult to set detailed goals for all missions in diverse development contexts.

Chapter IV: DAC Donor's Decentralization Models and Their Implications for KOICA

In order to take a look at other donors' policies and practices, a field trip was conducted to Vietnam, one of the major recipients of Korean aid. The country was also selected for its reputation of making effective use of ODA and having a wide range of donor agencies. In-depth interviews were conducted with eight donors at different stages of decentralization. To further contextualize the case studies, organizational structures for development cooperation systems, ODA volume, and other features were also looked into [Table 2].

12) The new structure will have three pillars: a policy and planning pillar, a large regional and country pillar, and an aid-scheme pillar. (KOICA, 2010) "Ways Forward for Reforming KOICA's Organizational Set-up", Internal document.

13) A local procurement site will soon be launched in English.

Table 2: Selection of Case Donors

Countries (Time of decentralization)	Functions of the Headquarters	Characteristics of the Group	Budget Authority (in USD)	Structure	Features
Denmark (2000)	- Cs, Pm: A	- FOs form and execute Cs, Pm, and Pt - HQ only approves	C 1	M1	Evaluation of the decentralization conducted
UK (2000)	- Cs: A - Pm, Pt: A(J)		C 15	M4	A recognized international leader in development
Netherlands (1997)	- Cs, Pm: F(J), AD(J)	- FOs and HQ formulate Cs jointly. - FOs have full authority either at the “project level” or on “delivery” front.	C/D Unlimited	M2	Middle-scale aid
Norway (2004)	- Cs: A, F(J), AD(J) - Pm: A(J)		C/D Unlimited	M1	Changes in FOs’ role in accordance to aid unit (Pt, Pm, Cs)
Ireland	- Cs: A, F(J) - Pm, Pt: A		D Unlimited	M2	Small aid volume
Australia (2001)	- Cs A: F(J), AD(J) - Pm, Pt: A, F(J)	- Even at the Pt level, FOs are not in charge of approval or take accountability for delivery.	C/D 1	M4	Suggested model in KOICA’s internal documents
Japan (2003)	- Cs, Pm, Pt: A, F(J), AD(J)		0.2 ¹⁴⁾	M3	M3 is the same model as that of Korea
Canada (2008-12)	- Cs, Pm, Pt: A, F(J), AD(J)		D 0.5	M4	Lessons learned from limited decentralization

Cs: CASs, Pm: Programs, Pt: Projects

A: Approvals, F: Formulations, A: Accountability for Delivery, J: Joint

C: Commitments, D: Disbursements (Unit: Million)

FO (Field Office), HQ (Headquarters)

M1 (Model 1): Development cooperation as an integral part of the Ministry of Foreign Affairs

M2 (Model 2): Development cooperation within the Ministry of Foreign Affairs

M3 (Model 3): Ministry of Foreign Affairs with a separate policy implementing agency

M4 (Model 4): Ministry/Agency responsible for policy and implementation

14) For JICA’s technical co-operation projects worth less than 200 million Yen (USD 2 million), an annual implementation plan can be approved by the country representative.

Lessons learned from the in-depth case studies are summarized as follows. Bearing the fragmented Korean aid system in mind, a formal written commitment that provides a shared vision of the end state for key parties will facilitate successful decentralization in a short period of time. The policy commitment should lay out the desired goals and degree of decentralization, and be accompanied by strategic plans addressing the division of labor among key actors, human resources and the support system. Experience of donors struggling with limited decentralization shows that transferring tasks to the field without allowing delegated authority for policy and strategy only adds managerial burdens in the field, and escalates the cost of staff relocation and organization-wide communication. On the other hand, decision-making power ensures that field staff substantially engage in external policy dialogue at the field level.

In addition, reasonable division of responsibilities between HQ and FOs should be established in terms of CAS cycle and authority to commit and disburse funding. While HQ and FOs should make a collaborative effort to produce CASs, FOs should take a lead in the CAS designing phase. Country offices need to be given full responsibility for the implementation stage with flexible annual budget adjustment authority. At the same time, the autonomy of country offices needs to be complemented by corporate compliance. On this front, the role of HQ includes the consolidation of the CAS process by introducing essential rules and tools such as “CAS Guidance” and “Results Frameworks.”

Language barriers, aid modality and ODA volume should also be looked into when tapping into indigenous resources. Local staff working for English-speaking donors are not restricted in assuming management positions since they can easily communicate with HQ and have access to internal documents. Contrary to this, non-English-speaking donors face a language barrier in the localization process. Hence, the most realistic approach is to post expatriates as “Program Manager/Officers” and “Chief Administrators” while recruiting sufficient local professionals and contract staff to support national employees. In the long run, if English becomes dual official language at KOICA HQ, local staff will be further empowered to fill higher management positions overseeing programming and operational

functions. Once field operations are based on CASs in a reduced number of countries and with a scaled-up level of assistance, it will be possible to rely more on country systems and multi-donor approaches such as PBAs. At the inter-agency level in the field, embassies with development cooperation portfolios should operationalize a mechanism which brings public actors, such as KOICA, KEXIM and KOTRA, together on a regular basis for the purposes of collaboration, orchestration, and policy coherence for development.¹⁵⁾ KOICA is also encouraged to consider multi-year partnership arrangements with locally-based Korean NGOs.

Table 3: Mobilization of Local Resources by the Degree of Decentralization

		High Decentralization	Low Decentralization
Recruitment of Local and Third Country Staff	Responsibilities of the Local Staff	Program/office management	Administrative support
	Ratio of local staff to expatriate staff	High	Low
	Official Language at HQ	Mostly English	Language of the donor institution
	Salary	High	Low
	Pay Scale	Multiple scales and bands Performance-related salary increase	Narrow pay scale
	Contract	Long-term/open-ended contract	1-year term/short-term contract
Recruitment of Local and Third Country Staff	Development-Related Training	Financial aid to enroll in degree programs or receive overseas training/implementation of e-learning modules/staff rotation to other offices	On-the-Job-Trainings or training abroad/financial aid to education
	Fringe Benefits	Sabbatical leave/maternity leave/health insurance/family health care	Health insurance

15) In Oct. 2010, MOFAT distributed a document entitled “Moving the Role of Embassies Forward in Development Cooperation” to embassies.

Utilization of Local System and Networking	Country Public Financial Management and Procurement Systems	Actively use	Use
	Multi-Donor Approach	Actively use	Use
Utilization of Bilateral Development Cooperation	Coordination mechanism with other development actors from the donor nation	Use	Actively use

To maintain the linkage between the field and the center, a high-quality and lean support function should be played by HQ. It ought to redefine roles in which regional departments and technical advisory services come into play, and build a quality control and accountability mechanism. The introduction of policy statements, manuals, best case practices, and DAC guidelines in English or the local language will move understanding and commitments of locally-based staff up to a desired level. An English intranet, video conferencing tools and a knowledge management system should also be rolled out across the organization for effective communications and experience sharing. Moreover, a system of performance reviews at the country level should be put in place, and the relationship between the delivery of results and promotions should be tightened. It is necessary to design better incentives to attract and deploy national staff for overseas assignments, particularly to fragile and high-stress environments. In-country joint training or e-learning modules can be offered to improve technical/generalist/language skills, to put into practice the principles of the Paris Declaration and Accra Agenda for Action (PD/AAA), and to gain knowledge about the local context.

Table 4 illustrates four decentralization models into which eight case examples are clustered. Four perspectives of field orientation constitute the columns while variance in the degree of devolvement is featured in the rows from T1 to T4 in descending order. KOICA can gradually advance its field orientation moving from HQ Supporting Type → Separation of Policy and Delivery Type → Field-Empowerment Type → Local Strategy Type.

Table 4: Decentralization Models

Variables Model	Policy	Division of Responsibilities	Local Resources	Management System
T4: Local Strategy Type Denmark & UK	Decentralization policy & CAS mechanism FOs accountable for CASs	FOs design, deliver and monitor CASs Fiscal decentralization	Predominant ratio of local staff empowered to make more decisions locally.	Performance indicators Incentives for local staff
T3: Field-Empowerment Type Netherlands & Ireland	Policy dialogue		Limitation in aid volume, modalities, and the use of English Use of country systems (PFM, PPS) Multi-donor approach ↑	Support for drafting CASs & sector strategies ↑ Training Knowledge management ↑
T2: Separation of Policy and Delivery Type Spain & Australia	HQ & FOs accountable for CASs	HQ: Formulation of CASs FOs: Implementation of CASs		
T1: HQ Supporting Type Japan & Canada	FOs not accountable for CASs	Funding is a centralized decision	Local staff assist expatriates Inter-agency coordination mechanism	Intranet Video conferencing English guidelines

Chapter V: Decentralization Strategies of KOICA's Aid Management

The following are main points of consideration when KOICA sets up time-bound goals and clearly defined steps for field-based partnerships.

First, the creation of more autonomous FOs requires taking variances in country contexts into account. Indiscriminately applying certain decentralization models to all field missions may result in inefficiency. Type 1 or 2 might be sufficient for non-priority recipient countries without CASs or in an aid exit strategy. Typically, Type 3 is appropriate for priority partner countries. The Type 4 model should be applied to the maximum extent for priority partners having sound PFM systems or PPSs, or making progress on PD/AAA indicators.

Second, deconcentration should take precedence over decentralization. Considering multiple hurdles being confronted by KOICA (discussed in Chapter 2) and the minimum time required for decentralization as seen in other donors' cases,¹⁶⁾ it will be practical to first reinforce FOs' capacity to carry out certain tasks which were being performed earlier by HQ. Once administrative competences are built and essential ICT infrastructures are in place, the downward transfer of decisions on policy and fiscal matters can take place.

Lastly, institutional change depends largely on performance management systems. In this sense, major action plans for each decentralization phase explained in Table 5 should be mapped to performance management tools at KOICA. Top-down and cascaded MBO will ensure the systematic monitoring of the decentralization process, in line with other institutional incentives.

Table 5 below synthesizes discussions concerning decentralization models, key changes required under each stage of decentralization, and partner country groups that would be fit for a certain degree of decentralization.

Table 5: Roadmap for Enhancing Field Orientation at KOICA

	Phase 1: Y 1 - Type 1 Deconcentration ↑	Phase 2: Y 2-3 Type 2 Decentralization < Deconcentration	Phase 3: Y 4-5 Type 3 Decentralization > Deconcentration	Phase 4: Y 6-7 Type4 Decentralization ↑
Policy & Authority	HQ responsible for planning/budget	Expansion of accountability to FOs (planning/budget)		FOs responsible for planning/budget
	Formalize decentralization policy	Delegate financial authority to FOs	Delegate planning authority to FOs	FOs accountable for planning/budget

¹⁶⁾ In most development agencies, the decentralization process takes more than 5 years.

Division of Labor	HQ	- Formulation & delivery of CASs - Shift from sector-based project management to region/country-based project management	Formulation of CASs	- HQ- Field Jointly formulate CAS	- Monitor policy compliance and quality assurance procedures
	FOs		Delivery of CASs	- FOs lead delivery - FOs lead design, implementation & monitoring - FOs execute a small in-country micro-projects scheme¹⁷⁾	- FOs design and accountable for delivery of CASs
Utilization of Local Resources		- Expatriates ↑ - Local admin staff ↑ - Utilize inter-agency coordination mechanisms - Local procurement	- Expatriates ↑ - Local experts ↑ - Create “Program Officer” & “Chief Administrator” posts - Long-term contracts for local staff	- Expatriate ↑ - Local experts ↑ - Take a multi-donor approach - Aid volume ↑ - Use of English ↑	- Devolve more authority to local staff - Greater use of partner country systems and expand PBAs
Management System		- Build field infrastructure - Set guidelines for decentralized projects, accounting and auditing - Make English an official language for training programs	- Video conference - Construct an ICT system to assist FOs - Translate major documents into English - Offer development training to field staff	- Establish a field-oriented performance management and quality assurance system - Promote HQ’s capacity to provide policy advice and reviews to FOs - Expand the use of English	- Develop a knowledge management system - Adopt English in all domains of work

17) An in-country micro projects scheme allows FOs to make direct transfers to southern civil society recipients.

Summary of Major Tasks	- Operationalize decentralization policy - Refine CAS procedures and regional division - Increase the number of field staff	- Delegate responsibilities for delivery - Revise the personnel management system - Establish video conferencing and field support ICT systems	- Expansion of FOs' role in drafting CASs - Growing use of local professionals - Shift towards joint programs - Fine-tune performance management and a quality assurance system	- FOs fully responsible for CAS formation and delivery - More authority to high-caliber local professionals - Country systems - Foster inter-agency learning and knowledge sharing
Partner Country Groups	Countries without CASs Fragile states Phasing-out countries		Primary partners with CASs established	- Priority partners with CASs - Have good quality PFM, PPS and CPIA - Committed to the PD/AAA - Skilled human resources

Chapter VI: Conclusion

To sum up, the paper puts forward ways to forge field-oriented development partnerships with a particular focus on KOICA's operations. More decentralized development cooperation will keep the organization in close contact with a wide range of locally-based development actors. Relative to other Korean development players, KOICA's comparative advantage should lie in such a network and resources.

The effectiveness of decentralization can be assessed by whether or not field-oriented approaches contribute to the implementation of the Paris Declaration principles. In order to probe the outcomes of decentralization, before and after analyses can be conducted

with a self-assessment tool kit for donors.¹⁸⁾ Analysis of a peer review content guide in regard to decentralization (Chapter 4.4) will help Korea to adhere to the principles of aid effectiveness as well.

18) OECD, 2009b