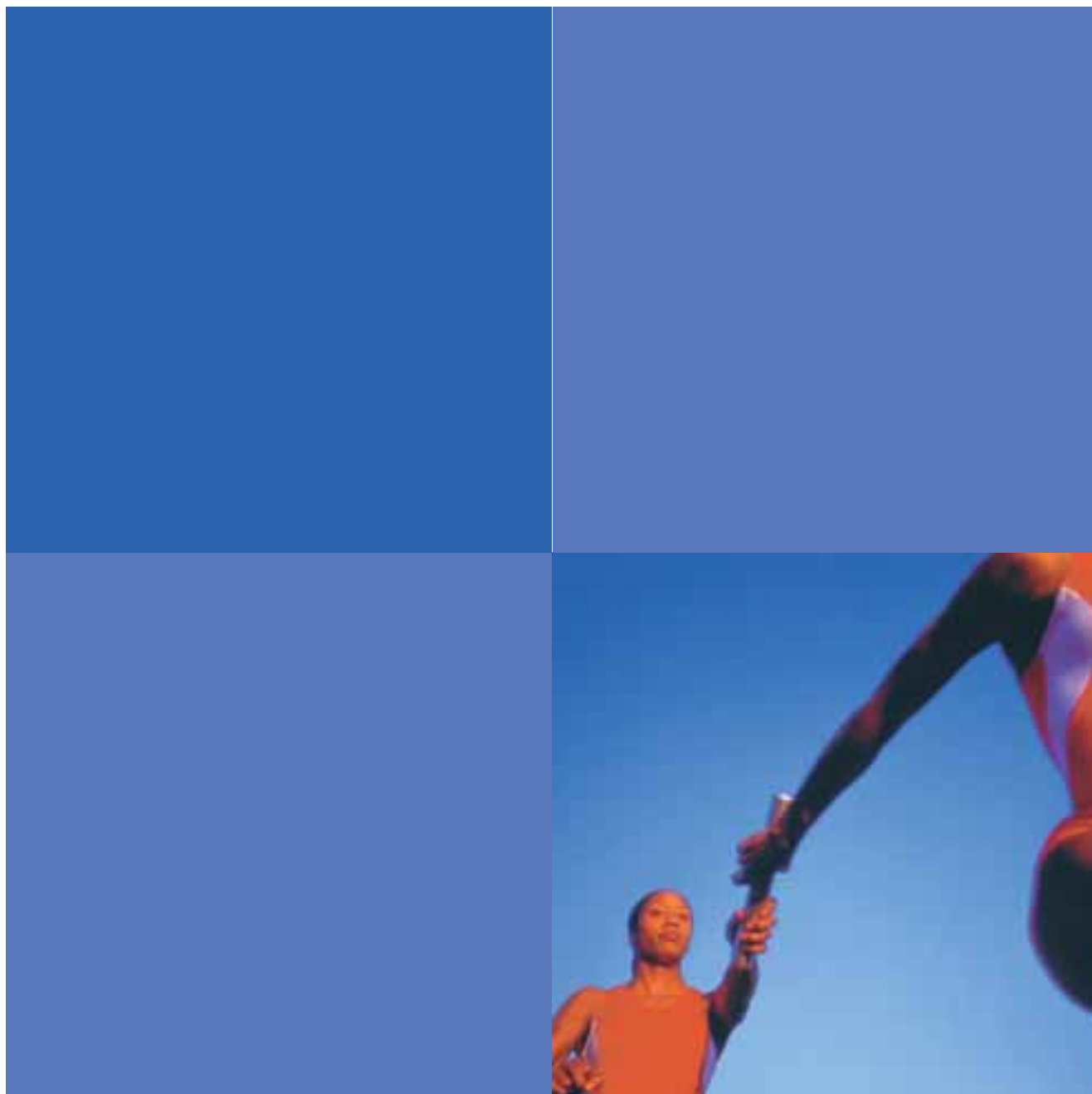


Final report from the Field Vision Project

Vision for a Strengthened Field Orientation



Preface

Please find enclosed the Final Report from Sida's "Field Vision Project" (FVP).

FVP is the umbrella for a far reaching process of change within Sida. It has not been a traditional project where a nominated group carries through a number of tasks on its own. Instead, the FVP group has served as a combination of pusher, inspirer and co-ordinator of a vast number of activities across Sida's organisational structure.

Sida will soon have 14 embassies with what we call "full scale delegation". A quality assurance mechanism has been in place for two years. The proportion and number of staff in the field has been increased substantially. Half of the programme officers in field offices are of local origin. Modalities for the delegation of authority, roles and division of work within Sida – especially between headquarters and the field – have changed substantially. Communication channels have been changed and strengthened. Recruitment norms and competence development practices are undergoing change.

Sida's mandate from the government, its international operations, our own experiences of practical development work, and our anti-poverty guide *Perspectives on Poverty* (PoP), all guide us towards the need for a very strong field orientation. The FVP has ensured that Sida has taken substantial steps in this direction.

But the work is far from complete. A number of planned Field Vision activities are yet to be finalized. There is also an inherent and automatic tendency for the centre – the headquarters (HQ) – to regain its domination over the field. *The Field Vision must be continuously developed, reinvented and reconquered!* The work will never be finalized!

The FVP Final Report provides lots of food for thought in this undertaking. Read it!!



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The Vision

(as outlined in the Field Vision action programme, 2002)

Sida's main objective is poverty reduction. Poverty is multidimensional and requires holistic, well-integrated and cross-sector approaches. Poverty varies between different situations, and high quality analytical and implementing capacity is needed in the field. It is therefore essential to give high priority to knowledge and action at local level. At the same time, Sida's headquarters has broad experience, an institutional memory and professional expertise. Further, it has well-established interaction with a range of Swedish and international stakeholders.

Sida's vision is to create an optimal balance between an empowered and strengthened field organisation and a supportive organisation at headquarters, thereby creating the best possible prerequisites for fulfilling the poverty reduction goal. Flexibility will govern the allocation of resources and delegation of authority to the field. With the prevailing situation and the actual size and character of the programme of co-operation as the points of departure, more authority will be delegated to the field.

Sida will accordingly be an organisation where a strong field, in terms of resources, decision-making powers and access to international communication, and a correspondingly specialised home office will make possible a deeper and wider dialogue, a greater degree of partnership, and higher quality in programmes of development co-operation.

Sida will have more staff in the field and more staff at headquarters will work to support the field. Increasingly, experience gained in the field will be a requirement in the careers of Sida employees. The number of locally recruited programme officers will grow, and they will have postings at headquarters for training or for carrying out specific tasks.

Operational decisions concerning the long-term partner countries will normally be taken in the field. Policy work will be based on experience gained in the field and the field will be active in the preparation of new policies, methods and regulations. Sida has allocated a substantial part of its budget to human resource development and more will be used to strengthen the field.

All field offices with full delegation will be in direct communication with each other and with Stockholm. The technical environment will support frequent and efficient communication among field offices and with headquarters. Videoconferences will replace some travelling.

1. Introduction

1.1 Background

In 2002 Sida launched “A Strengthened Field Orientation at Sida” (the Field Vision). The focus was threefold:

- 1) First, to reach out within Sida and emphasise the field and the importance of a field oriented organisation and work methods.
- 2) Second, to support the activities necessary to further field orient Sida, as described in the Action Programme¹. Many of these aimed at facilitating the work of fully delegated field offices.
- 3) Third, to quality assure what had already begun.

A vision is a powerful tool in a process of change.

A vision is a powerful tool in a process of change. In order to become tangible and credible, it needs to be followed by changes on the ground. Such activities and actions were listed in the Action Programme. As this programme has been implemented, Sida now has more persons in the field, both locally employed professionals and posted personnel. There has also been an increased focus on communication capacity in the field. Personnel issues at field offices have also been highlighted and there is a new format for country plans.

The existence of fully delegated field offices is an important demonstration of the seriousness of Sida’s field orientation.

The existence of fully delegated field offices is an important demonstration of the seriousness of Sida’s field orientation. By the end of 2005, 14 field offices will have full delegation. New guidelines define “full delegation”, list the criteria and set the reference levels for staffing these offices. Guiding principles also exist on the roles and division of work between HQ and fully delegated field offices. These offices, along with the general focus on field orientation, has had implications for the work of most departments at Sida.

Field Vision will be an important factor for deciding how to deal with new issues as they become strategic priorities. Field Vision will also determine appropriate solutions. “How does Sida deal with *Shared responsibility – policy for global development* in the context of a field oriented organisation?” “What does it mean for the work with HIV/aids?” As Sida will continue to base most of its employees in Stockholm, there will always be a risk of bias towards HQ. The field vision must, therefore, be continuously reinforced. As a result, it should cease to be just a “vision” and

¹ See the project document The Action Programme for the Vision for a Strengthened Field Orientation at Sida, 2002.

become part of Sida's ordinary "tool box", as with *Sida at Work*. Field orientation is to be one of the cornerstones of how Sida works.

Is it worth it? Posting people to the field and implementing other measures that makes Sida more field oriented are expensive. The benefit is the expected increase in the quality of development assistance. That should be worth it. Some means of quantifying the benefits of the field orientation – both in terms of savings at HQ and its effects the Swedish aid programmes – should be identified so we can understand better how it affects Sida's work.

Field orientation is to be one of the cornerstones of how Sida works.

1.2 The Purpose of the Report

The purpose of this report is to summarise the achievements so far within the FVP for 2002–2004¹. The report is structured in the same way as the Action Programme, with six main areas of activity. Under each heading, the report will highlight what has or should be agreed on and what should be investigated further. A summary of the achievements so far can be found in Annex 1.

This report is partly based on reports from departments and field offices, which are compilations of answers to inquiries into the role and division of work by the Field Vision Secretariat². These reports are summarised in Annex 2. The reports have also been discussed at a Consultative Meeting in April 2003 with representatives from field offices and departments at Sida, in the Field Vision Steering Committee and at various meetings of Sida's Management Board.

A number of other memos and decisions have been formulated during the project period: for example, the revision of country plans, the memo on adequate staffing of field offices. (See a complete list in Annex 3). These are also mentioned in the various sections of the report. The functions and titles used in this report are based on those suggested in the FVP and which have subsequently been included in the project on the rectification of salary distortions (saklighetsprojektet).

1.3 The Field Offices, Sida and the Ministry of Foreign Affairs

The field offices play an important role in the field orientation of Sida. Field offices are either embassies or development co-operation sections, which belong to an embassy in another country.

By the end of 2005, 14 field offices will have received *full delegation*, which means that they bear full responsibility for the development programme and take decisions on new contributions of SEK 50 million or less (see further description in chapter 3.1). *Partially delegated* embassies are responsible for the implementation of contributions. The sector departments are usually responsible for assessing and deciding on contributions, based on guidelines from the region department. Separate authority can also be directed to the field offices, which then take on the responsibility for project assessment. In the case of *field offices with no delegation*, HQ is usually responsible for the whole contribution cycle. The region department can also give these field offices authority to assess specific contributions, though it is less common as they often lack the personnel for such a task.

By the end of 2005, 14 field offices will have received full delegation.

² See A commission on Future Roles and Division of Work, March 2003.

Swedish embassies are separate Government Office authorities under the Ministry of Foreign Affairs (MFA). Sida is one of few agencies which has the right to give instructions to Swedish embassies (direktivrätt). Sida gives directives for the embassies' work, and provides the resources, through annual workplans. Even during the year, any department or unit at Sida can delegate funds to embassy heads. The embassies have by-laws (arbetsordningar) which describe who has the right to use the funds (dispositionsrätt) provided by Sida.

The main steering document for a Swedish development co-operation programme is the five-year country strategy, which is decided on by the government. Country plans are Sida's tool for making country strategies operational, by formulating concrete directives, goals and commissions. (see chapter 3.3). The plans are followed up in the country reports. Country strategies are revised after three years, usually in conjunction with mid-term reviews with partner governments.

The government steers Sida through the annual appropriation directives (regleringsbrevet) and specific government decisions. There are continuous consultations between Sida and the MFA.

The MFA has been informed regularly about the FVP and has been positive about the process. Its support has been very important because its embassies are key figures in this change process. The ambassador's role is very important. He/she leads the embassy, together with the head of administration and the head of development co-operation. All local staff are employed by the embassy.

2. The Scope of the Field Vision

The presumption in this report is that, by now, the Field Vision and the reasons for it are well known. It was clearly stated in the Action Programme that the FVP would focus on the “hows” and “whens” of the Field Vision and not on its “whys”.

The link between the Field Vision and PoP is important. The changes recommended in the Field Vision should be seen in the light of Sida’s poverty reduction focus. It is generally agreed that a strong field presence is necessary when supporting the planning and implementation of programmes focusing on poverty reduction. A strong field orientation is thus an important prerequisite for supporting high quality aid programs. So if PoP is “what” Sida should do, then Field Vision is an important part of “how” to do it.

So far most of the work to further field orient Sida has been concerned with one dimension of Field Vision, i.e. the *delegation* of full responsibility for *bilateral* development programmes to *selected field offices* and the *measures* that need to be reinforced, changed or developed to support this change. It was necessary to focus on this aspect during the project period in order to quality assure the delegations that were already made or planned.

Just as important is the general focus on field orientation. This means different things depending on the issue, country and programme. As part of the Field Vision, many major and minor processes have started, with the purpose of field orienting various work methods, systems and activities. These important steps for the sustainability of the Field Vision have affected most departments.

One example is the work of Sida’s department for Personnel and Organisational Learning (PEO) which has developed a new recruitment policy and joint MFA-Sida guidelines on work environment issues at field offices. Another is the information department (INFO), which has held discussions with personnel at headquarters and in the field on the meaning of making work more field oriented. Sida’s legal department now holds most courses in the field. As part of *Shared responsibility – policy for global development*, Sida’s Unit for Multilateral Co-ordination (MULTI) is involving the field offices in the discussion on Sida’s role in relation to multilateral organisations. These and other such steps contribute to an organisation that thinks in terms of getting more field oriented whenever

If PoP is “what” Sida should do, then Field Vision is an important part of “how” to do it.

Sida’s Unit for Multilateral Co-ordination (MULTI) is involving the field offices in the discussion on Sida’s role in relation to multilateral organisations.

this is more likely to achieve Sida's main objectives and whenever it is deemed justified in cost terms.

When it comes to the new Swedish “*Shared responsibility- policy for global development*”, the assumption is that Sida is capable of shouldering increased responsibilities, not least in the field. Sida's work within the new policy framework started in 2004 and will go hand-in-hand with the continuing work to further field orient Sida. An internal memo from MFA regarding future choice of countries, channels and co-operation also includes this assumption³.

Field orientation has many dimensions. The presentation below is one way of determining and distinguishing between them. The first dimension is mostly relevant for fully delegated field offices, the others focus more on the general field orientation of Sida. *In the future, Sida should be able to focus more on these other dimensions.*

I Delegation to the field

The core of the Field Vision is the delegation of bilateral support to selected field offices. By 2005, 14 countries will have full delegation. These 14 countries equal around 30 percent of disbursements and around 40 percent of time worked. The Action Programme has resulted in a wide range of supportive measures in order to facilitate and quality assure this transition.

In the last few years a number of field offices have also received partial delegation. A number of assessments of new projects and programs, including deciding on the contributions, have been delegated to field offices without full delegation.

II Sida's field offices are an asset for all of sida's departments

The field offices are assets for all of Sida's departments.

One important aspect of an increased field orientation is to view the field offices as an asset for all of Sida's departments in a particular country. The following are a few examples of how Sida more generally can utilise the field offices:

- Resources at a field office may be used to strengthen Sweden's dialogue with multilaterals and their local or regional representatives on specific issues.
- Resources at a field office may be used to manage regional programmes or to act on behalf of Sweden in a global programme.
- Resources at a field office may be used to represent Sida in humanitarian deliberations or to work with conflict resolution.
- Resources at a field office may be used for areas such as research or civil society.

Units like the HIV-Secretariat in Lusaka, the Lake Victoria Initiative in Nairobi and the Regional Secretariat for Environment in Bangkok are part of Sida's field network and should be regarded as resources for all of Sida.

³ UD, Landval, kanal och samverkan, Enheten for Global Utveckling, Feb 2004.

III Field orientation of other programmes

Sida works with little or no field representation in some countries. Also, a substantial part of Sida's work with global programmes and the support to multilateral organisations, has little direct link with any particular country. Furthermore, "*Shared responsibility – policy for global development*" might result in more Swedish organisations working in the field. In the coming years it will be important to address how to field orient these and other types of programmes and how to facilitate the connection between Sida's field representation and other Swedish actors in the field.

IV Sida is one organisation with one objective

One of the intentions of the Field Vision is to transform Sida from a mainly vertically linked organisation between HQ and field offices into a horizontally communicating organisation where individuals belong to a professional network, regardless of where they happen to be posted at a particular time. For example, persons located in the field should be able to participate in assignments at other field offices or at HQ. With their different ways of sharing competence and developing networks, the field offices would thereby be more directly regarded as part of Sida's organisation. The staff at field offices would also be able to maintain their connection to subject issues better when posted in the field. (See chapter 3.2.2 for further discussion on networks).

A horizontally communicating organisation where individuals belong to a professional network, regardless of where they happen to be posted at a particular time.

V Communication

Only a fraction of all material produced by Sida will be used in Stockholm only. As half of the programme officers in the field are locally employed and do not speak Swedish, it is important to establish English as the working language.

As the importance of the field increases and more personnel are located there, personnel in field offices need to be included in Sida's various work processes and have access to information in the same way as personnel at HQ. This is also true for locally employed personnel. It is also important for Sida to offer courses and seminars in English if competence development is to be available for persons working in the field.

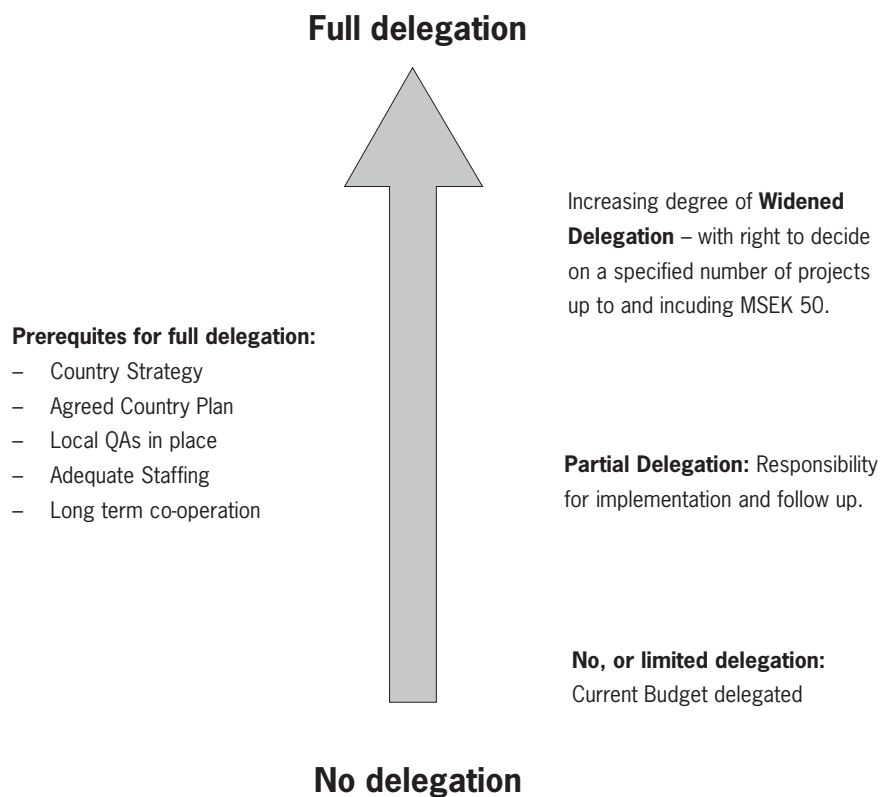
A prerequisite for communication between Sida in Stockholm and the field is the reliability of the IT system. The field offices need good and secure communication systems in order to manage their increased mandate.

3. Issues Relating to Full Delegation

3.1 Categories, Definition and Criteria for Full Delegation

3.1.1 Different categories of field offices

Sida has three main levels of delegation: full, partial or no delegation. None of these levels implies a definite and set level of delegation. The description should, rather, be regarded as three intervals on a continuous scale. Below is a graphic description of the full or widened delegation concept:



3.1.2 Definition of the Fully Delegated Field Offices

A field office with full delegation is responsible for the management of the country programme. The framework for this mandate is given in the country strategy and the country plan. Within the mandate given in the country plan, the field office has the right to decide on projects and programmes up to and including SEK 50 million. All the delegated projects and programmes should be included in the country plan, which is approved by the heads of the region departments. The region department can, from time to time, decide to exclude certain contributions from the field office's mandate, which would be clearly stated in the country plan.

The field office is responsible for keeping all relevant departments informed of the country programme and updated on strategic events. The field office should make sure to take advantage of the competence within all of Sida. Other departments should make sure to provide the fully delegated embassies with the support and expertise they need to manage their mandate. Exchange of knowledge, experience and ideas between the field offices and departments at Sida Stockholm ensures the efficient use of competence and maximises learning within the whole organisation.

The heads of the fully delegated field offices are important development co-operation decision makers. It is important, therefore, to give them opportunities to contribute to management and policy discussions taking place at Sida, and for Sida's management to get inputs from the field. This can be done in various ways, for example by:

- Using video and telephone conferences to discuss matters prior to management discussions at Sida.
Appointing a contact person for each region, who would be an extra link between the management and the field.
- Asking for written comments on various issues prior to management discussions.
- Field forum meetings.
- Extra, enlarged management committee meetings.
- Specifying certain issues and processes that the field would be particularly involved in.

The field office should make sure to take advantage of the competence within all of Sida.

The heads of the fully delegated field offices are important development co-operation decision makers.

3.1.3. Guiding Criteria for Full Delegation

Full delegation should be given to field offices on the basis of their capacity to manage this mandate.

A. At the general level the following are required:

1. Co-operation programme of sufficient size and number of areas of co-operation.
2. Long term co-operation partnership with the recipient country.
3. Country strategy.
4. Country plan.
5. Local Quality Assurance System.
6. Adequate staffing, as indicated below in the reference levels.
7. Adequate systems for administration and communication.

B) The following routines, competencies and systems are corner-stones of the above mentioned categories:

1. Co-operation programme of sufficient size and number of areas of co-operation
2. Long term co-operation partnership with the recipient country
 - Set of dialogue issues defined.
 - Regular follow up meetings with recipient government.
 - Programme support as an important component in the development programme.
 - Focus on donor co-operation and harmonisation.
3. Country strategy
4. Country Plan
5. Local Quality Assurance System
 - Reviewed by a quality assurance mission.
 - Functioning local project committee.
 - Sufficient competence of PLUS, Sida's planning and financial system.
 - Knowledge of procurement procedures and Sida's agreement templates.
 - Functioning internal control.
 - Controller function for development co-operation.
 - Call off agreement for local auditing firm.
 - Computer based routine for follow up of contributions, particularly with regard to reports and financial control.
 - A functioning rating system.
 - Functioning archive system.
6. Adequate staffing
 - Ambassador or head of office with necessary competence in development co-operation.
 - Head or co-ordinator of development co-operation operations.
 - Posted and local programme officers.
 - Posted and local analytical capacity.
 - Posted head of administration.
7. Adequate systems for administration and communication
 - Up-dated by-law.
 - Direct book keeping.
 - Functioning access to Sida's intranet (iNSIDE).
 - Functioning access to PLUS, directly via the programme officers' computers.

3.2 Redefining Roles in the Field and at Headquarters

3.2.1 Roles and Division of Work

One of the central issues identified by departments in Stockholm during the project was the implications of the Field Vision on the respective role

and division of work between HQ and fully delegated field offices. Clarity about the “rules of the game” between HQ and the field office received the lowest rankings in Sida’s internal organisational survey for 2003 (organisationsmätningen). This underlines its importance.

None of the departments or the fully or partially delegated field offices which participated in the survey on roles and the division of work questioned the development of a more field oriented Sida. Nor was it questioned as a desired change. There was also no disagreement on the understanding of the meaning of “full delegation”, i.e. that the field office takes on the full responsibility for all aspects of the work related to the specific country programme.

There have, however, been differences of opinion on the extent of change to the division of work. Some have argued that increased field orientation primarily should mean shifting more responsibilities and authority to the field. Others have stated that with the right to make decisions on new matters, new responsibilities and more work will follow.

These issues have been discussed continuously during the Field Vision project. The Management Board consultation in December 2003 established the basic framework for the relationship between – and the respective roles and responsibilities of – fully delegated embassies and departments in Stockholm. This framework is set out in the subsequent sections of this report. Sida has adopted this framework and included the relevant parts in its regulations (see decision Gd 87/04). It is also recommended that Sida follows up on these changes during 2005 in order to better understand the organisational implications.

Below follows principles regarding roles and division of work between fully delegated field offices and departments in Stockholm.

Clarity about the “rules of the game” between HQ and the field office received the lowest rankings in Sida’s internal organisational survey for 2003.

The Fully Delegated Field Offices

The delegation to the field office is based on the country plan. The country plan is approved annually by the head of the region department. Within the framework of the country plan, the field office is responsible for and coordinates the country programme. The field office is responsible for the entire contribution management as defined in *Sida at Work*.

When a field office receives a delegation, the general understanding is that normally no contributions should be fully delegated back to Stockholm, i.e. the field office will shoulder the responsibility for all contributions. However, in some specific cases there may be justification to delegate whole or substantial parts of a contribution to departments in Stockholm: for example, when specific expertise is required, or due to economic reasons. When the responsibility rests with the field office, it can, and often should, make specific requests of departments in Stockholm, as specified in the country plan, in order to use the HQ’s expertise.

The field offices should consult with relevant departments in Stockholm and/or other field offices when appropriate. The field office should seek guidance from HQ to ensure that corporate policy, regulations and experiences are taken in to consideration in both dialogues and contribution management. It is mandatory to conduct at least one formal consultation between the field office and the relevant Stockholm department, as prescribed in *Sida at Work* and guidelines on the management of Sida’s contributions to projects and programmes. This consultation should take place during the initial assessment or, at the latest, when deciding on an in depth assessment. The consultation should ensure that the contribution is in line with relevant sectoral policies and clarify the roles and the division of work between HQ and the field.

In some cases field offices need the expertise of different departments for one programme. The general rule should be that,

based on the framework given in the country plan, the field office is responsible for contribution management, working together with and coordinating a team of advisors from different departments.

The field offices should be responsible for major parts of the strategic work, for example in relation to the country strategy process. This should be based on the directives from the region departments.

The field office is responsible for the preparation of the country plan (see also decision AFRA 206/03).

The field office is responsible for following up and reporting to Stockholm on achieved results.

The field office is responsible for the quality assurance of the country programme and of other programmes that have been delegated to the field office.

The field office is responsible for financial, personnel and other administrative matters as delegated from Stockholm.

The Region Departments, Role in Relation to Fully Delegated Field Offices

The region departments lead the country strategy processes for all countries in their regions. The region departments decide on the country plan and steer by setting the strategic and financial frameworks for regions and countries. In the annual planning process, which is concluded by the country plan, the region departments manage the co-ordination and negotiations in Stockholm between departments and the field.

The region departments are responsible for transforming directives and other information that emerges from consultations with the MFA, international networking, and Swedish interest groups, into directions for the relevant field offices or departments. This material should ideally be incorporated into the country plan.

The region departments are responsible for disseminating information

and learning between the field offices in the region.

The region departments should, when requested to do so by the field office, assist in the co-ordination of resources at Sida Stockholm during the implementation of a country strategy.

Region departments have the overall responsibility for Sida's regional programmes.

The Sector Departments, Role in Relation to Fully Delegated Field Offices

The sector departments are responsible for professional advice and support in the implementation of country programmes, normally on demand from field offices as set out in the country plan. The advisory role includes backstopping for dialogue, acting as broker and co-ordinator, carrying out certain specific tasks on commission from field offices, working with quality assurance and development of the resource base. The importance of their advisory role has increased as a result of more delegation to field offices, and requires sector departments to be pro-active and present in the field. Even a large field office is small entity compared to the sector departments. To ensure the quality of work, the whole organisation needs to be able to access the "knowledge banks" developed in Sida's various departments.

It is important for subject experts within Sida, to play an active role in Sida's main processes, such as the development of country plans and strategies, based on requests initiated by region departments.

The sector departments are responsible for managing regional and global programmes, which includes being involved in international networking.

From a policy point of view, the sector department is responsible for all development co-operation within their area. The Field Vision has resulted in a shift for sector departments away from direct control through decision making, to a focus on normative steering. This role includes the development, quality assurance and transfer of knowledge on policies and other subject issues.

Policies need to be made operationally relevant, user friendly, known and understood. Sector departments thus need to focus on training and competence development (together with PEO) so that programme officers at the field offices are competent to use methods and policies. The responsibility for using them, however, rests with the field offices. The sector department's role also entails the responsibility for disseminating information on best practices among field offices and keeping up with international trends. An important part of knowledge sharing and dissemination is to gather subject experts in various seminars. This has been tried successfully by various sector departments.

The roles of international networker, advisor and policy bearer are closely

connected. Sida is active in the international debate through its global programmes and international contacts. As advisors and policy bearers, the sector departments link and feed any new ideas and subject knowledge into Swedish policies and programmes. The active involvement of sector departments in the contribution cycle gives "hands-on" experience and feedback for their policy work. The rotation of personnel between the field and HQ is another important way of maintaining the link between ideas, policies and operational programmes.

Within research co-operation, humanitarian work, multilateral co-operation and support through Swedish NGOs, the division of work can vary between programmes and countries. Decisions on Sida contributions are taken in Stockholm. The responsibility for the implementation, monitoring and evaluation of these programmes is not usually delegated to the field offices. Even so, the field offices play an important role in programme activities, in the dialogue with recipient countries, and in working with the local offices of multilateral organisations.

Other Departments, Role in Relation to Fully Delegated Field Offices

The administrative departments are responsible for managing Sida's administrative systems and products. This includes Sida's financial system, the administration of personnel and recruitment, competence development activities, information services, computer and communication systems. Much of the operations and production is done by the administrative departments, though many tasks have also been decentralised to other departments and field offices.

An increasingly important part of the administrative departments' responsibility is to give advice to other departments and field offices on the regulations for which the

administrative departments are responsible. This includes personnel issues, financial management and follow up, information, procurement procedures, the legal framework for agreement and archive issues. Another important task is "hands on" support, for example with regard to the communication, archives and computer systems.

The Policy and Method department (POM) is responsible for managing, co-ordinating and giving advice and support on Sida's work on policies and methods.

With regard to Sida's information department (INFO), the main tasks include supporting field offices in preparing

communication plans, providing competence development to the communication officers and others at field offices and giving support and training from the press services.

The advisory work of the administrative department on contribution management should be included as much as possible in the country plan (for example, legal advice or procurement support).

The administrative department's responsibility as regulators and policy owners (on procurement, agreements, and Sida's financial system) is similar to the policy responsibility of sector departments (see above).

3.2.2 To be Investigated Further

Based on the work on roles and the division of labour during the FVP period, it is recommended that the following issues be investigated further:

A) Competence networks

It would be worth trying to further develop ways of sharing competence and developing networks within Sida, in order to utilise Sida's total competence in a more efficient way. The focus should be to find a means for persons belonging to one department or field office to be able to assist another unit for a limited amount of time. The regional gathering of field offices in East Africa in 2004, resulted in various plans to share competence and build networks. Similar approaches have been used for some time in Central America. It is recommended that the Subject Department Forum (Ämnesforum) follow these developments in East Africa and other such efforts.

B) Definition of roles

The three separate roles of advisor/expert, policy owner and project operator/manager cross-fertilize each other. Currently the three functions are usually kept together within respective departments. The sector departments should discuss whether there is a need to further develop and agree on a definition of the three roles and their relationship to the field. Sector departments should also reflect on the importance of, and possibilities for, keeping the functions together across departmental borders and the possible organisational implications that could cause.

It is recommended that these and other organisational implications of the Field Vision be discussed after the follow up process on the principles for the roles and the division of labour (see above). This should be conducted in 2005.

The three separate roles of advisor/expert, policy owner and project operator/manager cross-fertilize each other.

C) The further field orientation of regional support, multilateral development co-operation, humanitarian aid, support to Swedish NGOs and research co-operation

The Action Programme focused mainly on the field orientation of bilateral development co-operation. Yet there are other mainstream areas which can benefit from the application of the Field Vision. Sida should consider how the Field Vision can contribute towards the fulfilment of its wider objectives when it is cost effective to do so. The role of the field office should be central in this regard.

It is recommended that Sida's department for Research Co-operation (SAREC), MULTI and , Sida's department for Co-operation with NGOs, Humanitarian Assistance and Conflict Management (SEKA), be formally requested to review how to field orient multilateral development co-operation, humanitarian aid, support to Swedish NGOs and research co-operation. The review should also examine how to facilitate the connection between Sida's field representation and other Swedish actors (see chapter 2, dimension II).

D) Administrative competence, workload and support

Some fully delegated field offices argued that full delegation has resulted in more administrative work in the field. Some offices also suggested that Sida should review the rationale of decentralisation versus the centralisation of administrative tasks.

It has also been observed during quality assurance missions that the quality of project administration at field offices is not always adequate. This will also be affected by the decisions taken on the basis of the MFA/ Sida integration study mentioned above.

E) The Field Unit's role

Quality assurance reports have also mentioned that the division of responsibility between the administrative departments and the Field Unit in relation to support for, and quality control of, Sida's administrative systems at field offices is unclear. It has already been decided that this will be studied, starting 2004.

3.3 Management Tools

3.3.1 Achievements So Far

The Action Programme mainly focused on the revision of the country plan, as it is Sida's main internal management tool. In mid 2003, a decision was taken on a revised format for the country plan (see decision AFRA 206/03). At the same time, the region department forum agreed on a new format for country reports, linking them closer to the country plan and the country strategy.

The revised format for the country plan was used in the planning process for 2004 and the new country report was introduced in the spring of 2004. In general, these products have been well received.

The country plan provides the basis for the delegation of authority and responsibility to field offices. The country plan is, at first, a request and a proposal, usually from the field office. When approved by the region department, it becomes a "contract" between the parties involved.

The country plan provides the basis for the delegation of authority and responsibility to field offices.

The “contract” version is thus the end result of a comprehensive process in which the directives for the country programme and resource allocations have been discussed with all relevant departments.

Together with all other Sida policies and regulations, the country plan provides the framework for full delegation to field offices. In the country report, the field offices report on progress and results.

The country plan should show important trends and priorities of the country programme during the coming three-year period. It should include an agreed annual and medium term operational framework, listing priorities, positions, changes concerning the specific programme. The details and scope of steering in the country plan depend on the need for guidance for individual country programs. The purpose is to fill in for a possible missing middle, i.e. the translation and interpretation of the country strategy into concrete priorities or to agree on changes and deviations from prior plans or strategies.

As the main planning document, the country plan should contain all the resources that will be used to manage the country programme, such as resources at the field office, regional resources and resources at the sector departments. It should therefore include an agreement between the field office and HQ on the type and amount of support that Stockholm will provide during the year.

By including all the resources and objectives for the country programme for the coming years, it should become clear whether there is an adequate relationship between the directives given to the field office and the resources available for implementation. The country plan should also include other programmes that are delegated to the field office that are outside the country programme, such as regional funds.

Exceptions to the delegation should be stated explicitly in the country plan.

The country reports have replaced semi-annual reports. These new reports are part of Sida’s internal planning process and are linked to the country strategies and the country plan. There are two reports per year, one covering the period January-August and one for the whole year. The region departments decide on the ambition of the reports and the adherence to the guidelines for country reports (see *Instructions for Sida Country Reports*, 18 December 2003).

3.3.2 The Following Should Be Investigated Further:

A) Improving the programming process

The process leading up to the final country plan could be improved. This includes the dialogue in different stages of the process:

- 1) the dialogue between Sida Stockholm and the field and
- 2) the dialogue between the region and sector departments at Sida.

The link between the country plans and the workplans of the subject departments needs to be emphasised. Several options on how the country plan process could be strengthened have been discussed. In an early draft, it was suggested that the country planning process include a number of structured meetings in the recipient country and at HQ. Part of these suggestions, the specific “country reviews” and “country meet-

ings” were used on a pilot basis by Sida’s department for Africa (AFRA) in 2004. In general, the experience was positive. It is important that the region departments find ways to further strengthen the implementation of the annual planning process, including the use of the new format for the country plan.

B) Result based management (RBM)

The Field Vision increases the importance of result based reporting at the country level.

The reporting on results of a country programme is under discussion both within Sida and externally among OECD Development Co-operation Directorate (DAC) countries. The issue is linked to work on country strategies, Poverty Reduction Strategy processes (PRS) and RBM within programme support which are being dealt with by various working groups within Sida. The Field Vision increases the importance of result based reporting at the country level, because the field offices need to report to HQ on achievements during the delegated period. The recently developed guidelines for country reports include clearer directives on how to report at the country level (see above). It is recommended that the regional forum should follow the work in the various work groups that deal with issues connected to RBM.

C) The contribution preparation plan

The contribution preparation plan has also been discussed during the FVP. It is the main steering document for planning the contribution preparation process and should show the division of work within Sida and the field office in relation to that process.

The consultations between the field offices and HQ should take place as early as possible in the contribution assessment process and be reflected in the decision on starting a complete assessment and in the contribution preparation plan. According to *Sida at Work*, the contribution preparation plan should be formulated for all in depth contribution preparation processes.

The implications of the field vision will be taken into consideration in the review of *Sida at Work* and in the new rules on contribution cycle management.

3.4 Quality Assurance

3.4.1 Achieved So Far

In “GD 79/02” it was decided to strengthen quality assurance of activities in the field by:

- Introducing the Quality Assurance Facility, (Sept. 2002),
- Establishing project committees at all field offices with full delegation,
- Introducing a controller function at each field office.

There are also a number of other activities and methods that have recently been launched and that are important for ensuring quality, such as PoP and *Sida at Work*, improved routines for reporting from the field, Sida’s regular analysis of the programme portfolios and the ongoing introduction of ratings. The country plan and the contribution assessment plan are also important tools, as well as the quality work being done by the sector departments (see above on roles and division of work).

3.4.2 To Investigate Further:

A) The evaluation of the quality assurance function

It was decided that the pilot quality assurance process would be reviewed after a period of two years. The aim is to develop a quality assurance process for the field organisation which would encompass all aspects of quality assurance relevant to the field.

B) The controller function at field offices

Sida's Management Board agreed at an internal seminar in December 2003 that the plan for the controller function be formulated after the evaluation of the quality assurance function. The controller function is seen as an important part of the internal quality control capacity at fully delegated field offices. The audit report from the Swedish National Audit Office (Riksrevisionen) on field offices and development co-operation focuses on the importance of controller capacity⁴. It is recommended that, after the quality assurance evaluation, a plan be developed, both on the work description and the controller capacity needed at field offices. The experience so far and the job description formulated by the embassy in Lusaka should be taken into consideration.

The controller function is an important part of the fully delegated field offices.

C) Clarifying the roles of the various project committees

The project committees at field offices have, in general, been much appreciated. However, there are some uncertainties regarding the roles and mandates of the three different project committees; (i) the central project committee for contributions above SEK 50 million; (ii) the specific subject project committees at departments in Stockholm and (iii) the project committees established in the field. In order to efficiently and fully utilise the capacity and to promote learning among the different committees POM will further develop the different PCs roles and mandate.

3.5 Human Resource Management

A truly field oriented organisation will meet new challenges. The Field Vision will change the foundations of Sida's human resource management. First of all, more staff will work in the field for longer periods of time. This will affect recruitment policy, how learning is managed, the working environment in the field and Stockholm, and the role of managers in the field. Secondly, the growing number of highly professional officers employed locally puts new demands on Sida in the areas of competence development and language, for example. Sida's personnel department has been asked to address these issues further within the framework of the Action Programme.

The Field Vision will change the foundations of Sida's human resource management.

3.5.1 Issues That Have Been Decided:

A) The role of locally employed professionals

Guidelines on "the role of locally employed professionals" were published in October 2003 (see decision PEO 1014/03). The basis of this document is the recognition of locally employed officers as fully fledged members of Sida's operational staff. Locally employed programme

⁴ Swedish National Audit Office (RIR 2004:10), Bistånd via ambassader, En granskning av UD och Sida i utvecklingssamarbetet, p 145

officers constitute 50% of all programme staff in the field, which places demands on Sida in relation to the working language, access to information, training and competence development.

3.5.2 Issues to be Decided

A) Revised recruitment policy

A prerequisite for strengthening the field offices is that Sida staff at all levels – are willing to spend a substantial part of their career abroad.

Sida has, at times, had difficulties finding candidates for postings at field offices. A prerequisite for strengthening the field offices is that Sida staff at all levels – assistants, programme managers, analysts and persons at management levels – are willing to spend a substantial part of their career abroad (see chapter 5).

Measures need to be taken to increase the mobility between Stockholm and the field and to have personnel stay longer periods in the field. PEO is presently revising Sida's recruitment policy. Many issues need to be dealt with, for example work possibilities for spouses, making it more clear to staff recruited to Sida Stockholm that a Sida employee divides her/his time between Stockholm and postings in the field, including field postings in individual career plans, and bringing up the issue of field postings at individual career development meetings (mål- och utvecklingsamtal).

B) Competence development of personnel at field offices

Locally employed personnel spend all their time with Sida in the field. Likewise, more of Sida's Swedish personnel will spend more of their time in the field. It is therefore necessary to allocate a substantial part of competence development activity to staff in the field. Training on new methods and policies, for example with regard to *PoP* or *Sida at Work*, need to be done promptly in the field. PEO is presently working on a project on Sida's learning processes and the competence needs for various postings. Competence development for personnel in the field is part of that project.

It is important to note that the competence needed in the field is changing. In addition to subject competence, programme officers need to be able to conduct dialogue, to negotiate with governments and other donors, to integrate mainstream areas into programmes, to formulate agreements and to manage procurement issues. It is important that the project on Sida's learning process takes these developments into account.

Courses focusing on the needs of national programme officers are being developed at PEO. A first course, on the Swedish Government and public system specifically for NPOs was held in February 2004, and a second in November 2004. There is a need also to focus on how locally recruited personnel can participate in Sida's general courses, such as subject specific courses and Sida's introductory courses. These need to be provided in English. Competence development in Sida's methods and policies and the development of strong connections and links to Sida, are necessary to give the national programme officers the prerequisites to become effective programme officers.

C) Working environment at field offices

The work environment at a field office has many unique issues. There are issues involving stress and cultural difficulties where several different ethnic and work cultures and sub-cultures work together. Sida's field offices are increasingly becoming more ethnically diverse work environments. This is a positive development. To make the most of this, it is necessary to adjust some of the work methods and routines at field offices.

Sida and the MFA have jointly developed guidelines to support the heads of the field offices to better deal with work environment issues. Ethical guidelines have also been developed.

D) New role for the manager in field

Substantially increased commissions and more responsibilities put new demands on Sida's managers in the field. The role of the manager in the field needs to be made clear to those giving the delegation and those receiving it. This should be addressed through a two step tailor-made competence development process: first is to train potential candidates to the job; and second is to develop individual training programs for persons prior to occupying such a position in the field.

E) Implications of the Field Vision on PEO's role

As part of its responsibilities, PEO will analyse the implications of the Field Vision on its role within the organisation, for example in relation to support for field offices in recruitment issues.

It is recommended that PEO report to Sida's Council on Organisational and Corporate Development Issues (ROV), on its commissions from the FVP.

3.6 IT and Communication Issues

3.6.1 IT System and Support

The FVP has also focused on the need to improve the communication capacity of field offices. In a system with fully delegated field offices, the field and HQ need to be able to communicate continuously. As the focus on donor co-ordination and harmonisation increases, the field offices must have a communication capacity that is equivalent to that of other donors and development actors, in order to be able to receive documents and share common home pages. The system at the field offices is not as robust as in Stockholm. It is important to remember that a breakdown in the field is just as costly in terms of operations as a breakdown in Stockholm. This was one of the most common areas of complaint referred to in the reports on the roles and division of work.

During the last few years, Sida's department for Finance and Corporate Development (EVU) has placed special emphasis on improving the support to the field offices and has initiated a wide range of activities. In 2004 the IT unit will, on a pilot basis, employ two persons who will be on call to travel to FOs to help with computer problems. The Norwegian Agency for Development Cooperation (NORAD) has a similar system, which has worked well. The IT unit is

The field and HQ need to be able to communicate continuously.

A breakdown in the field is just as costly in terms of operations as a breakdown in Stockholm.

introducing longer “opening hours” for the support desk function. The IT unit has also started a project to look at investing in alternative communication channels at the field offices in order to back up the main communication links.

Field offices in a few regions will, on a test basis, employ local IT-technicians to support the persons responsible for IT system support (sysop). The integration study mentioned above includes suggestions for IT support to field offices. Decisions based on this study will probably affect the communication and computer systems at FOs.

Sida has started to introduce video conferences, which should replace some travelling. This is already available in Mozambique, Kenya, Ethiopia and Tanzania.

A Review of the cost for improved functionality in the field

Sida’s tolerance for communication failures is much higher at field offices than for the system in Stockholm. At HQ a breakdown of the mail system for a few hours is regarded as a major event, while it is almost considered as part of the work environment at a field office. This is not acceptable. It is therefore recommended that EVU/IT be tasked to analyse the cost of securing various levels of functionality and to investigate whether it is possible to introduce a norm for the functioning of the system.

3.6.2 Communication Capacity and Information Regarding the Field Vision

The ongoing transition to English as the main working language should continue. Much has happened during the Field Vision project period. *Disa*, Sida’s staff magazine, is now in English and *iNSIDE* exists in both languages. Various ways of supporting personnel in using English are being discussed, including an internal dictionary, more English courses and a help desk.

During the year the project group has spent much time providing information about the Field Vision and its implication for various areas within Sida. A slide presentation has been developed and *Disa* has also had a series of articles prepared about the project. The project is known and well recognised at UD, although to varying degrees among different units.

3.7 Linking Resources to Commission and the Reference Level for Sufficient Staffing

3.7.1 Achievements so Far

Field offices argue that their additional responsibility has not been matched by an increase in capacity.

The relationship between human resources and strong field offices is an important aspect of the Field Vision. Many of the reports from the field offices on roles and division of work argue that their additional responsibility has not been matched by an increase in capacity. The sector departments have also commented that if they are to argue against the delegation of work from the field office to the sector departments, the field offices need to be adequately staffed.

During the year the Action Programme secretariat has developed memos focusing on job titles and functions of persons working in the field and the question of minimum or staffing reference levels. The *Memo*

on sufficient staffing of field offices⁵ attempted to specify the number of persons and functions needed at different categories of field offices as a means of making the discussion more concrete.

The issue of strengthening the field offices was discussed during the whole FVP and particularly during Sida's Management Board seminar in December 2003. It was there agreed that the figures in the memo on staffing be regarded as reference points for discussions of adequate staffing levels at different field offices. These can also be used in discussions on resource allocation in the annual operational planning process. However, decisions based on the integration study could have implications on both the numbers and the responsibilities of staff at field offices, particularly in relation to administrative personnel.

To illustrate the present resource needs at field offices, the FVP team reviewed the staffing at various embassies with "full delegation" and compared these numbers to those in the "adequate staffing" model. The analysis showed that Sida had employed most of the national programme officers in line with these reference levels. The gap was more apparent with posted personnel, with about ten persons "missing". The cost for the additional staff was estimated to be about SEK 15–20 million.

In order to continue to strengthen the field offices, it is important to focus on the human resource management issues discussed in chapter 3.4 and to continue to allocate resources. However, this is not to say that the field offices should not be put under the same pressure as other departments in terms of cost efficiency.

It has been noted that some of the fully delegated field offices have a relatively high ratio of staff in comparison to the country allocation, especially in comparison to field offices with either no or partial delega-

Reference Levels at Fully Delegated Field Offices						
Function	Large programmes (above SEK 500 million)			Regular size programmes		
	Total no of persons	Posted staff	Local staff	Total no staff	Posted staff	local staff
Sida Director	1	1		1	1	
Head of Administration	1	1		1	1	
Co-ordinator	0.5	0.5				
Analyst	1.5	1	0.5	1	0.5	0.5
Controller	1	1		0.5	0.5	
Program Managers	6	3	3	4	2	2
Financial Administrators	1	0	1	1	0	1
Other administrators	4	1	3	2	0	2
It-support	0.5	0.5				
Total	16.5	9	7.5	10.5	5	5.5

* These numbers relate to functions and can be split among persons and field offices

⁵ Sufficient Manning of Field Offices, November 2003

The Field Vision is a process of change to increase the quality of development co-operation through better field orientation.

tion. It is important to note that the Field Vision is not a way to save administrative resources, but rather a process of change to increase the quality of development co-operation through better field orientation.

The table below is taken from the above-mentioned memo on adequate staffing for field offices. It refers to fully delegated field offices and shows that the staff reference figure for FOs with a large country programme is 16.5 persons, of which nine persons are expatriates. Out of the locally employed personnel, at least 3.5 persons are NPOs and thus either analysts or programme managers. In countries with more regular sized country programmes, the reference figure for a field office with full delegation is 10.5 staff, of which five are personnel from Sweden.

The staffing reference levels above include a substantial core of administrative personnel. This has been determined on the basis of the reports from quality assurance teams which have pointed to the weak administrative capacity of many field offices. Quality assurance has also recommended that large field offices need more than one posted administrator. Administrative capacity was also emphasised in the report by the Swedish National Audit Office⁶.

In addition to the persons stationed or employed by the field offices, it is important to add the resources at Sida working with a country programme: such as advisors at sector departments, country strategists at region departments, and procurement advisors in administrative departments. The funds allocated for short term staff financed by the programme and project funds is one means of making resources at HQ available to the field.

Over the past few years the field has received a substantial increase in resources. However, the recent "mål och mått", Sida's annual productivity measurements, shows that the Field Vision has resulted in savings of resources in some departments at Sida. These gains have only to a limited degree been redirected to field offices and the departments have instead used their "savings" for other projects and countries. The data shows that, in some cases, fewer persons now work both in the field and at HQ with country programs of fully delegated field offices.

3.7.2 To be Investigated Further:

A) Linking country commissions to resources

The link between the country strategy and on the allocation of resources at the field office is weak.

At present, the link between the development of the country strategy and the decisions on the allocation of personnel and other resources at the field office is weak. The terms of reference in the country strategy – and more explicitly in the country plan – need to be reflected in the human and other resources available to the field office to fulfil these objectives.

Efforts were made in the 2004 planning process to make these links more transparent and also to analyse the needs across regions. Yet more could be done. It is therefore recommended that the Field Unit, the region departments and EVU continue the work started in the 2004 planning process. This should be done as part of the current review by the Region Department Forum (RegForum) on the implementation of the new format of country plans and the operational planning process.

⁶ Swedish National Audit Office, op. cit. p144

4. Small Field Offices

4.1 Achievements to Date

The Action Programme also assessed the administrative support system needed by small field offices. A questionnaire was distributed in the spring of 2003 to all small field offices. Based on the results, a report on the present system and on suggestions for improvements was completed in December (see memo *Administrative Support Systems Needed by Small Field Offices*).

The questionnaire showed that these field offices are content with the support they receive from Stockholm. There were no calls for a revision of the support function.

Some of the field offices noted in their answers that the role and division of work between the embassy and affiliated field offices is often unclear. This has been dealt with in a jointly signed MFA/Sida memo which recommends how to formulate the work order of the embassy to include the work of the affiliated field office⁷. Issues related to the interface between Sida and UD were not dealt with in the Field Vision memo.

4.2 To Be Agreed On

A) Administrator at field offices

In the memo on administrative support, it is recommended that all field offices should have at least one administrator, either locally recruited or posted from Stockholm, (see chapter 5 on linking resources to commission). An expatriate might be needed when the infrastructure in the country is exceptionally bad or for other particular reasons, such as a high risk of corruption. It is recommended that other ways of improving the administrative capacity should also be explored. Regular visits from different administrative departments at headquarters might, at times, be an efficient way to strengthen the field offices. It is important to improve the field office's administrative capacity in case its delegation is increased.

All field offices should have at least one administrator.

B) Adequate training prior to postings

The questionnaire also shows the importance of adequate training prior to postings in the field. Externally recruited personnel need extra support. Courses prior to the posting could include issues such as the rules

⁷ MFA, Sida, relationer mellan ambassad och dess sektionskontor i sidoackrediteringsland, 17 Dec 2003.

and processes of the public sector, personnel matters, archives and financial issues. Support and monitoring during the posting should follow up on the training. It is recommended that when PEO develops pre-posting training programmes, it takes into account the needs of persons going to small field offices, especially those recruited from outside Sida.

C) Agreeing on an administrative development plan

Many of the issues listed in the questionnaires referred to problems in the relation to the start up of new field offices. Prior to the establishment of a new field office, a joint team headed by FU should formulate the needs of the office and establish a *common administrative development plan* for the field office concerned for the next few years. All departments (PEO, EVU, Field Unit, and region department) should agree upon the plan. The same procedure could also be used when Sida plans to close field offices. This procedure has been used for the establishment of the offices in Dushanbe and Kabul.

5. Future Direction of the Field Vision

The Field Vision Action Programme was supposed to be a short project with a small project group. The intention was to refer issues to the line organisations as soon as possible, even during the project period for certain tasks. Some issues, such as roles and division of work and steering tools, were dealt with by a formal working group.

The project will be winding up during 2004 and most of the activities and tasks identified in the Action Programme were completed by mid 2004. However, the field orientation should continue. It is important to maintain a central focal point even after the completion of the project. The purpose would be to push for and co-ordinate various field oriented activities.

During the Management Board seminar in December 2003, it was decided that the region departments should formulate plans for Sida's field representation for 2007, as occurred in 2001 for 2004. The plans formulated in 2001 were more or less followed and implemented by 2004. In February, an instruction was therefore given by the FVP to all region departments to extend the 2004 plans until 2007.

In addition, it was recommended that the prospects for Sida's field organisation in 2010 be discussed, because a longer term view would allow for greater scope to reflect on the future field organisation. All heads of departments were therefore invited to formulate a short vision paper prior to the Management Board meeting in May 2004.

It has also been proposed that field offices present their views on "strengthening the Field Vision" in the future. Some field offices have therefore been asked to formulate papers prior to the seminar of the Management Board.

The form and content of the next stage of Sida's work in strengthening the field will, to a large extent, be determined by the answers to the work undertaken to develop plans and visions for 2007 and 2010, and the results of the other reviews suggested in this paper.

Acronyms

AFRA	Department for Africa, Sida
DAC	OECD Development Co-operation Directorate
Disa	Sida's staff magazine
EVU	Department for Finance and Corporate Development, Sida
FVP	The Field Vision Project
HQ	Sida headquarters, Stockholm
INFO	Information department, Sida
INSIDE	Sida's intranet
MFA	Swedish Ministry of Foreign Affairs
MULTI	Unit for Multilateral Co-ordination
NORAD	Norwegian Agency for Development Cooperation
PEO	Department for Personnel and Organisational Learning, Sida
PLUS	Sida's planning and financial system
POM	Policy and Method department, Sida
PoP	Perspectives on Poverty
PRS	Poverty reduction strategy processes
RegForum	Region department forum
ROV	Council on Organisational and Corporate Development Issues
Sida	Swedish International Development Co-operation Agency
SAREC	Department for Research and Co-operation, Sida
SEKA	Department for Co-operation with NGO's, Humanitarian Assistance and Conflict Management

Annex 1:

Summary of Results Achieved So Far, October 2004

SUBJECT	PROPOSED ACTION	RESPONSIBLE	TIME										
1. QUANTATIVE GOALS FOR THE FV	1. Full delegation to 14 field offices 2. Increase the number of POs and NPOs in the field	REG DPT REG DPT	As planned, completed by Jan 04 As planned	Two countries (India and Zimbabwe) fell out due to political reasons The plans were achieved: <table><tr><td></td><td>Planned</td><td>Outcome</td></tr><tr><td>PO</td><td>169</td><td>168</td></tr><tr><td>NPOs</td><td>92</td><td>100</td></tr></table>		Planned	Outcome	PO	169	168	NPOs	92	100
	Planned	Outcome											
PO	169	168											
NPOs	92	100											
2. COMMISSIONS WITHIN THE ACTION PROGRAM OF THE FV:													
A. REDEFINING ROLES IN THE FIELD AND AT HEADQUARTERS	1. Agreement on Basic Roles and Division of Work	All departments and FOs	During the year. Final decision July 2004 (GD 87/04)	Discussed at various meetings and at most departments during the year. Main subject at Consultation Meeting in April 2003. Decision on basic roles and division of work at management meeting in Dec 03, then part of formal decision on the Field Vision Project in July 2004.									
B. STRENGTHEN TOOLS FOR MANAGEMENT AND FOLLOW-UP	1. New format for Country Plan 2. New format for Country Report 3. AFRA testing country weeks and country meetings	FV REG DPT AFRA	2003-09-01 03-nov June-Nov 03	Used for the annual planning process for 2004 Will be used during 2004 Will be evaluated in 2004									
C. QUALITY ASSURANCE	1. QA functioning 2. Controller Functions at fully delegated FOs 3. Project Committees at all fully delegated FOs	AFRA	02-sep	A two year pilot model. Will be evaluated in 2004 Will be reviewed during 2004 Commission to POM to present a report by Jan 2005									
D. HUMAN RESOURCE MANAGEMENT	1. Published "The role of locally employed personnel" 2. Revised Recruitment Policy 3. Work Environment 4. Develop "Learning within Sida post- Field Vision "	PEO PEO PEO PEO-EOL	Oct 03 Started mid 03 Started mid 03 Started mid 03	Work continues 2004 Work continues 2004 Ongoing project until 04-12-31									
E. COMMUNICATION CAPACITY AND IT SUPPORT	1. Video Capacity at 1 FO 2. More use of English language: Disa in English, iNSIDE in both languages etc 3. Internal Sida dictionary 4. Employing 2 mobile sysops 5. Informing about the Field Vision Concepts	EVU INFO FV+INFO IT FV+INFO	 04-feb Decided in 03 Throughout the year	 INFO's project on Sida's language policy									
F. SMALL FIELD OFFICES	1. Paper on Small offices and Their Need of Administrative Support from Sida-S	FV	October 03	The paper is based on a questionnaire that was sent to small field offices. The suggestions in the paper will be concluded in the FV report									
OTHER ISSUES TO STRENGTHEN THE FIELD OFFICES	1. Staffing of Field Offices: a) Paper on Functions in the Field b) Paper on Reference Manning			Used in the recruiting process for 2004 Decision at Management Meeting in December 03. Also in (GD 87/04)									

Annex 2:

Summary of 22 reports on roles, etc

This chapter is a summary of the 22 role reports received from field offices and departments at Sida-Stockholm. The presentation follows the format of the commission.

2.1 Points of departure – the degree of change

All reports agree to the basic intentions with the FV. Nobody is questioning the development towards a more field-oriented Sida, where a strong field is a prerequisite.

The fact that we are in the middle of a work of change is reflected in the reports. FO's state that:

- Contradictory messages are delivered from the headquarters;
- Increased commissions are not accompanied with matching increases in the resources nor any instructions about how to make priorities;
- Departments in Stockholm act differently towards the field,
- Fields of same category act differently towards department in Stockholm.

There is reason to take note of the uncertainty expressed in some reports about the full content and consequences of the FV and take action to spread light and understanding to this effect. One writer conveys a feeling that the field is not entrusted to fully shoulder the responsibility included in the enlarged delegation, and that Stockholm is taking back with one hand what is given with the other hand.

Several departments in Stockholm note that FO's with full delegation have acted very differently vis-à-vis departments in Stockholm. Expressed roughly and very simplified, the behaviour has been varying between the two extremes:

- After having received the full delegation, a FO chooses to delegate back the whole package to Stockholm, i.e. the delegation just bounces in the field;
- Others have done the opposite. After having received the full delegation nothing is delegated to Stockholm and no dialogue in program matters is initiated.

The reports give a certain picture about the degree of change in workload and activities so far due to the implementation of FV. It's quite clear

that there has been no dramatic changes in the short term. For example, after about six months of full delegation, Zambia feels the need to downplay the concept of FV as is it not that dramatic of occurrence. “The embassy neither increased nor changed its staff, except for the urban and energy sector where a locally engaged Swedish PO’s was employed...”

Equally clear is that nobody has gone totally unaffected through the changes we have had up to now. These are:

- A more distinct mandate which, among other things, has resulted in that FO’s are able to respond faster to the partner countries representatives;
- Increased administrative workload – but more efficient administration as regards to contribution management;
- more identification and preparation work is done in the field,
- Project committees have been established and the experience has been positive.

Administrative departments point out that substantial parts of the work at EVU, PEO and INFO are also affected. In many cases, these departments work in the field overlap with the similar work carried out by UD, i.e. information, accounting, bookkeeping, planning, archive, recruitment, etc.

It is clear that all of Sida is working towards becoming more field oriented. As for example stated by Info “as a consequence of the vision, the capacity and the focus of the department will continue to tilt in the direction of FO’s. More and more resources need to be invested in enabling these to communicate effectively internally and externally over the coming four to five years”.

A number of the reports point towards the need to review the organisation to better meet the needs of a clearly field-oriented Sida. This need is backed up also by other factors such as changing working methods within development co-operation, our membership in EU, the new Swedish Policy on Global Development, etc.

Several writers flag for the risks of an increased burden on partner countries as more and more of donor organisations now are implementing field strengthening operations. This emphasises the importance of harmonisation and other initiatives in this direction.

2.2 Scope of decision making, roles and responsibilities

One of the main issues taken note of in the reports is how the dialogue between the field and HQ could be improved. Views expressed vary substantially as regards to how important the formal division of work is in comparison with the informal work arrangements built on a continued dialogue. Most agree to a minimum set of very clear “rules of the game” but differences are noted. (See Report from the Field Vision Seminar 28–30 April 2003). The fo’S reject compulsory, stiff and detailed systems for consultations. With regard to the basic division of work, the following seems to be the general opinion:

- a) FO’s have operational responsibility as outlined in country plans,

- b) *The regional departments* make strategic interpretations, give guidance, perform medium term steering and keep the global overview based on the country strategies,
- c) *Sector departments* supply competence, sector expertise and knowledge, take part in qualified policy dialogues, quality assure overall policies and interact within international networking. (Tanzania)

There thus seems to be agreement between FO's and the HQ that the FV means that the overall responsibility for managing the country program and for implementing the country strategy rests in the field. As Vietnam writes, "once delegated to the field, the field carries the responsibility".

The following chapters discuss the roles of other departments in relation to the role of the field offices.

Roles for Regional Departments (RD's)

Some note that the change in relationship is actually greater with regard to the RD's rather than the SD's. (Mozambique). As the embassy decides on mandates and projects, the regional departments input needs to be more strategic.

The conclusion from AFRA's analysis is "that the current mandate, main areas of responsibility and role are not assumed to fundamentally change in the future". However, "AFRA's managing, steering and decision-making role needs to be re-emphasised and re-vitalised".

AFRA also notes the "the emphasis on results and result-based management of the country strategy and program will be an increasingly important role of RD's".

RELA argues that an important role for RD's is to maintain a holistic perspective of development and global changes and that, even with full delegation, there will be a need for the competence and resources at headquarters. Nicaragua mentions the importance of RD's in serving the FO's with cross-country experiences.

On defining the strategic role and the limits for delegation, the office in India argues that "FO's should be responsible for the analysis of the socio-and macro-economic developments in the partner country and the conclusions to be drawn from this analysis. RD shall have the strategic responsibility for the development co-operation and for allocation of funds at the country level. The strategic responsibility needs to be clearly defined". RD's might disagree on this division of responsibility. In certain cases, there has also been disagreements between FO's and RD's on who should be responsible for interpreting the country strategy and where "operations ends and strategy starts" (operations being the responsibility of the FO and strategy belonging to RDs).

In the role to co-ordinate, AFRA argues that "with an increasing delegation to the field, AFRA's support to FO's and/or SD's in implementing country strategies and country plans will have to increase, in order to ensure quality and coherence. In order to appropriately support.., it is proposed to establish formal Sida county support groups under the chairmanship of AFRA..." However, this last comment does not stand unopposed in reports. Others state that part of the co-ordination of these processes will form natural parts of the field's new jobs.

The department for Europe states that it will develop its role as a regional department as part of the organisational review now taking

place. “We shall be better at country strategies and development analysis...and develop the role as co-ordinator and uniting force within the “Europe family”.

On the *role of the country strategist*, AFRA states that “Country Strategists” at RDs will probably handle both fully delegated FO’s and other categories of FO’s. Increased flexibility will be needed to deal with many different tasks and new organisational solutions will be needed. RELA also notes that “our roles will continue to be differentiated” (as persons will be working with different types of FO’s).

DESO also mentions that FO’s must ensure that the *project portfolio* is manageable over time for Sida. This is also a question for the strategic steering of RD’s and a prerequisite for the success of FV.

Roles for Sector Departments (SD’s)

Most embassies emphasise their continued need of support from SD’s. Some FO’s state that SD have become less “interested” in working with FO’s with enlarged delegation. Motivation for this priority is, according to these FO’s, SDs need to concentrate on work with offices with less personnel resources (offices with partial or no delegation). Many FO’s are concerned about this development. As Mozambique writes: “we are just as dependent now on the involvement of SDs as we were before full delegations. Embassy POs can’t possibly have the expertise, overview and institutional memory of SDs.”

Nicaragua and others argue that it is the responsibility of both the HQ and FO’s to ensure the active involvement of SDs. “The embassy must be pro-active to assure participation from SD’s in different processes (togetherness).” Nicaragua also argues for the development of “true networks” in order to take advantage of the whole subject competence at Sida, including FO’s. “The SD’s organisation should be revamped by including the field... This would mean that sector specialists stationed in the field could do sector work in other countries..”

On the question of *delegating program management tasks from the fully delegated embassies to SD’s at Sida*, the departments all argue that the operational responsibility for the program should rest with the embassies. The general opinion is that most or all of the major tasks related to the contribution cycle should be done in the field. NATUR writes, “during the agreement phase, NATUR’s involvement should be limited to strategic occasions such as annual reviews, donor co-ordination meetings and evaluations”. However, INEC adds that FO’s need to be well equipped in terms of personnel resources and competence in order for this system to work. “If the resource issues are not addressed, the SD’s will need to be more involved in direct program implementation”.

Some FO’s tend to agree. As Mozambique argues “given this inherent Stockholm bias (of resource allocation), we believe that an increased field orientation primarily should mean shifting more responsibilities and authority to the field”. Sri Lanka writes, “redelegation to a certain extent will be required also in the future, both for capacity and competence reasons”.

Other FO’s don’t agree. As Laos writes, “A mantra from Stockholm is that delegation does not mean that more work has to be done in the field, only that more decisions are to be made in the field. This is obvi-

ously hopelessly illogical. With the right to make decisions on new matters follows obviously new responsibilities, which in turn must require more work". Vietnam argues that fully delegated FO's should be seen as "self-contained units who should be able to handle, in their own right and with their own competence, dialogue, partnership and harmonisation".

Zambia adds another dimension on the need for active participation from SD's, "as a fully delegated Embassy, it is important to continue to be disciplined by seeking Sida HQ involvement in projects and programmes, particularly during the project assessment stage". Ethiopia also emphasises SD's role to "control that policies and other steering documents are understood and used by FO's". This is part of the normative role of the SD.

Normative steering: Policy ownership, quality assurance, competence development and learning

In different wordings, all SD have stated that they are responsible, from a policy perspective, for all development co-operation within their sectors. The FV has thus resulted in a shift from direct control, through decision making, to a management system based on *normative steering*. The SD have, in their reports, all discussed what this change entails. INEC asks "how far goes our responsibility for policy adherence and quality control at project level? Should we interfere if our opinion is not directly asked for? What if an FO does not care about the advice we give? INEC's answer is partly the following, "This (the policy responsibility) does not necessarily mean that INEC should follow up on all activities within the sector, but the department should in principle be aware of what is going on.... and try to be as visible as possible in the field to give general support regarding guidelines and sector policies at strategic level". It is thus a question of pro-actively making sure that policies are understood and used. Another part of the answer is competence development and mandatory consultations, see below.

DESO talks about being the bearer of policies. They state "the global work, participation in international fora etc. is closely related to the department's normative work. In order to develop this work and to link together activities on international, regional and bilateral levels, there is a need for close co-operation between those who work in the field within DESO's areas and persons in Stockholm. Yearly subject seminars ...or increased use of networks is necessary".

All SD's talk about their role in quality assurance. NATUR argues that the role of *quality assurance* is implemented through the advisory role, strategic analytical subject competence and through competence development in the field. INEC states to ensure quality in contribution management, Sida's long-term focus should be on building competence and ensuring adequate capacity in the field. "It will also be increasingly important to create opportunities for SD's and FO's (and RD's) to communicate at a strategic level, for information sharing and learning purposes".

Another role that can be regarded as linked to the normative function, is the *analytical role* that DESO mentions. DESO focuses on the importance of participating in the country strategy and country plan

processes. “Through active participation DESO should ensure that qualified analysis of democratic governance and social development are included in these steering documents”.

All departments focus on their role in *competence development* of staff in the field, as an important part of the normative steering. Important target groups are programme officers, particularly NPOs and the analysts. Ethiopia adds that “one major role for SD in the future will be to control that policies and other steering documents are understood and used by FO’s”.

NATUR argues that both the form and content of competence development needs to be looked in to, “question regarding common values and adequate knowledge regarding subject area, policies, rules and methods must be addressed as well as questions regarding incentives for learning and competence control”.

On *learning*, Tanzania and others also discuss the potential for a gap between Sida-S and FO’s. “It is crucial for POs to get regular briefings at HQ on revised policies, recent findings..from other countries, if the gap between a HQ that is occupied with strategies and policies, and FO’s, occupied with preparation and implementation, should be avoided.

Tanzania continues “one of the reasons for engaging HQ in local processes...is that it contributes to the learning processes within Sida and to our institutional memory. If Sida SD’s lose touch with what is happening on the ground in partner countries where there is a delegated embassy, we will risk evolving into a split organisations.”

Mozambique also notes that the fully delegated FO’s tend to have the largest programs and as such, these are important for the formulation of policies and methods. “Unless SD’s are deeply involved in these programs their normative function will become irrelevant.”

INEC also notes the risk of missing opportunities of learning with less direct involvement in the development co-operation. “The comparative advantage of SD’s is their sector knowledge and experience and there is a need to develop this knowledge. Less direct involvement with the project cycle in fully delegated FO’s, the SD will loose opportunities for learning.” RELA also mentions that there is a need to identify the opportunities for learning in order to maintain the strategic competence. However, others argue that this is not such a major problem, as personnel rotate between the field and headquarters.

Another issue that INEC emphasises is that the work of the officers at SDs becomes much less visual. “A management issue at INEC is how we make sure that the concerned PO feels involved, responsible and get credit for successful contributions even if the right of appropriation is elsewhere. ...For example, you cannot see any trace of INEC’s involvement in the 125 Msek for rural electrification in Mozambique if you look in PLUS”.

Advisory Role and Back-Up

Most SD’s talk about the increasing importance of the *advisory role*. They argue that this demands a high degree of competence and analytical capacity. Also, all SDs state the importance of communication and dialogue. An advisor must have the ability to advice, which includes both a communicative capacity and area competence. One important aspect

of the advisory role, which is mentioned by INEC, DESO and NATUR is to enhance the dialogue capacity of the FO's. Tanzania notes that there is a great need for back-up competence." There is... a risk that Sweden loses its position as an important partner because it cannot make such specialist Swedish competence available in a timely manner."

Many FO's also mention their need for *short term back-up from the SDs*. Vietnam argues that "much larger chunks of HQ, mostly SD resources be temporarily used for project preparation work".

Programme Manager and other roles

All SD realise that much of their work will remain in the realm of *project management*, for example with regard to global and regional programs, programs in countries with small or no field offices and those programs that the bigger embassies delegate to the SDs. Some SD explicitly bring up the idea of splitting the work into one policy/advisor group and one working with program management. They refute the idea, as there are many links and opportunities for learning between these tasks.

The SD's also list other roles. NATUR has also particularly mentioned the SDs role to bridge knowledge and experience across FO's. Most have also mentioned the SDs role as "broker" (mäklare) between Swedish actors and partners in the developing countries. Furthermore, the development of resource bases is important, both for the broker role and for developing the SDs own competence, some argue. NATUR and DESO also mention the role as co-ordinator of large rural development programs, as there is a need for advisory groups with various types of competencies for these programs.

A few SD's have focused on what they call *aid subject knowledge* (ämbesbiståndskunskap). DESO argues that subject competence can be bought from consultants or provided for by SD's. However, only SD's have the combination of aid and sector knowledge.

NATUR defines the *division between the bilateral, regional and global funds* as a main issue for the FV. NATUR argues that the division of resources within Sida, between the FO's and HQ, depends to a large extent on the answer to that question. It argues that there is a need to clarify the links between the regional, global and bilateral programs.

It's also noted that so far too much focus has been directed towards the bilateral co-operation within the long-term co-operation programs. Views are expressed that also some regional and global program should be part of the enlarged delegation/field orientation, as well as research co-operation and co-operation within the humanitarian area.

SEKA has in its paper noticed that there might be scope to delegated more funds in this area but that it must be subject to the situation in each country. Also, agreements with international organisations could also be signed locally, as is the case with UNDP.

One specific issue taken note of in some reports is the three different levels of *project committees*; Sida's central PC for contributions above 49 MSEK; departments sector based committees and the local PCs now established in big numbers in the field. It's suggested that this issue be given specific attention in the on-going work with the field vision.

Some note that projects with a budget below 50 million sek of principal interest could also be discussed in Sida's general project committee.

The project committees of the SD's should also be used by the FO's for big projects. Some FO's have brought up the possibility of regional project committees.

FO's with full delegation have developed local project committees. These seem to be working well. As Zambia notes, "another area of impact (of the FV) has been increased information sharing among PO's, due to factors such as EPAC (the project appraisal committee)." DESO suggests that a link between the project committees in the field and at the SD's should be developed, in order to ensure mutual learning and quality assurance.

Administrative Departments (AD's)

Many FO's emphasise the importance of the administrative capacity when becoming fully delegated. As Sri Lanka writes "For the FV to become effective it is required that the technical and administrative systems function well." Tanzania states that "administrative matters must be included in the FV". Many note that the workload has increased at the administrative section at the fully delegated FO's. Some note that there is a tendency by UD and Sida to first reduce the administrative staff in times of personnel reductions.

Almost all offices note the importance of good communication systems. Nicaragua and others suggest that Sida should have a ITC expatriate in each region. Many note that the basis for the field vision is good communication possibilities between the field and headquarters.

Another area where the FO's feel a need for support is procurement and agreement issues. A few offices mention that the Harmonisation in Practise "HIP" initiative will have consequences for both the field and headquarters with regard to these issues.

Zambia also argues that certain rules and routines should not be up to the FO to formulate. "Administratively, HQ should also develop descriptions for general functions and routines, for example the Controller function and the Working Regulations/LAM rather than to leave these important matters to the total discretion of each FO."

The office in Sri Lanka notes that there needs to be a clear distinction of the administrative tasks that should be done at headquarters vs. in the field. EVU states that field orientation in an EVU perspective does sometimes, but not always, follow the logic of the different levels of delegation. "Sometimes other factors- such as degree of decentralisation...local expertise... cost effective – are more important than the degree of delegation in defining the division of work between EVU and the Fo's".

2.3 Modalities and division of work

Most seem to agree that the division of work with regard to specific countries should be specified in the *country plans* and the contribution preparation plan (beredningsplan). Almost all have emphasised these tools' importance for planning and quality control.

Many embassies note the need of a contract or Memorandum of Understanding between the FO's and the SD's to come to an agreement on the support needed from the sector departments. Most argue that this

should be the role of the country plan and the contribution preparation plan.

NATUR, DESO and INEC all argue for a mechanism of *mandatory consultation* with the SD in the contribution cycle, for quality control reasons and because departments need to learn from the field in order to maintain knowledge and remain relevant. Most FO's do not see a need for a mandatory mechanism and argue that it is the responsibility of the fo to request assistance to secure the quality of the program.

NATUR and INEC emphasise the need to be involved early in the contribution cycle. NATUR suggests that a mandatory consultation should take place in connection with a decision on an initial assessment of a development projects. Projects below 10 msek should be excluded. NATUR also argues that for project above this amount, it should also be mandatory to establish an contribution preparation plan. INEC also suggests that all large projects should be presented in the department's project committees and that the SD should be invited to participate in the design of project/programme evaluations.

The SDs also note that they need to be flexible for the demand of advice and support from the field. Therefore, they argue that there is a great need to plan those activities that are more predictable. As INEC writes, "this is necessary in order to provide a "rapid response service" to the delegated field for activities that are unforeseen".

Surprisingly, both DESO and INEC bring up the need for a time planning and reporting system. However, as the departments need to plan and allocate time between various FO's, such management tools could simplify the planning process.

Another way to improve the planning process, is the "signalling paper" proposed by NATUR. The purpose would be to, prior to the preparation of the country plans at the FO's, state strategic priorities and the capacity available of the various FO's.

2.4 Resources, competence development and staffing

Many FO's have emphasised that increased delegation must be linked to *increased personnel resources*. Quite a few writers points to the fact that the enlarged commissions to the field has not been followed by increased resources.

"The main objective of the FV must be to increase the quality in development co-operation. This requires resources. Present budget restrictions for utilisation of staff from HQ sector departments is one obstacle. If not sufficient resources could be mobilised for the field- then the entire process of change should stop!"

As Inec notes, the Fv can only be successfully implemented if sufficient resources are provided to the field. A discussion about distribution of resources between Sida HQ and the Field must take place". Staff at the fo'S with full delegation has even been reduced in some cases. When this happened in Vietnam the "tacit advice (was) to delegate back". The embassy writes that "We want to challenge the "axiom" that delegation will not result in less resources at headquarters."

Vietnam continues to argue that there is a need for new mechanisms for resource allocation and also probably a reallocation from salaries to travel costs. It continues, "in our vision we see that a combination of

more resources to the field through more overseas staff and the same time an increase in the number of local staff”.

Some offices have argued that *more competence development* should be more available for personnel stationed in the field. Some have particularly focused on the need for competence development for administrative personnel and for NPOs. As Sri Lanka notes “The competence development for them (the administrative personnel) is mostly non-existent.”

Some FO’s have commented on the need to support the role of NPOs so that they can work more efficiently. Many papers from FO’s are positive to the increase employment of locally employed personnel. However, many point to the need to adjust the organisation, for example with regard to competence development, use of language etc.

NATUR notes that the content and form of competence development must change. Distance tuition (*distansutbildning*) should be introduced.

Other units have also mentioned the need for better knowledge, at the FO’s, for Sida’s processes and routines. India believes that “a successful implementation of the FV will.. require implementation of an ambitious strategy for competence development”.

SEKA notes that it is important that the embassies have a basic understanding of the humanitarian aid and that they can focus on these programs during certain times. “There should be more focus on this during the field preparation courses”.

Staffing of field offices (FO’s)

DESO notes that more of its personnel will have to spend more time in the field. Most RD and SD state that more staff is needed in the field. Many FO’s feel that they should have a greater influence on the recruitment process of persons in the field (Sri Lanka, Vietnam).

AFRA notes that issues related to competence and capacity at the RD need to be addressed in the light of implementing the FV. RELA notes that the full delegation saves a certain amount of work but that there are many “external” factors that emphasise the need for the holistic view of a RD (see above in chapter on RD’s).

DESO has in its paper discussed various combination of field positions, by, in various ways, combining subject competence with program managing and linking up regional advisors with NPOs and “regular” expatriates at FO’s.

SAREC states that there are two possible solutions for SAREC’s field resources:

- NPOs at embassies
- A combination of regional FO’s with 4–5 research officers and NPOs at FO’s.

Competence analysis is a method that DESO favours for planning for competence needs and to juggling different roles. It argues that such an analysis should be done for all FO’s and departments. The basis for the analysis is a review of personnel resources in relation to strategies and the work ahead. Such strategic reviews are done regularly and the information is also used in discussions with RD’s and FO’s in connection with the annual planning processes and the development of the country plans.

Annex 3:

Memos and Decisions Produced during the Field Vision Project

1. On Roles and Division of Work:

- Memo on titles and functions: “Vision for a strengthened field orientation: *Staffing of Sida field offices*”, October 03,
- Memo on Sufficient Manning, “*Sufficient Manning of Field Offices*”, November 03,

2. On Management Tools

- Decision on new format for the Country Plan – Decision Afra 206/03
- Suggestion on a new Annual Country Planning Process (ACPP), April 03

3. On Human Resource Management

- ”The role of locally employed professionals”, October 03 – Decision 1014/03

4. Communication and IT

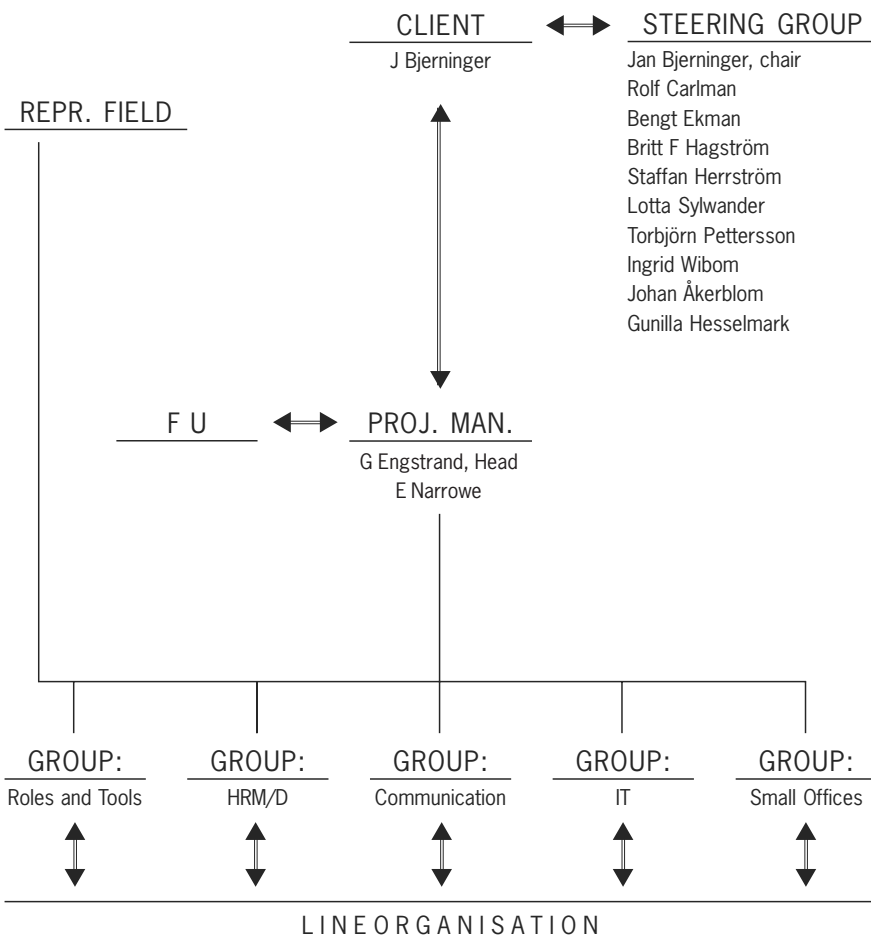
- The communication plan for the Field Vision, Augusti 02

5. Small Field Offices

- Administrative supported needed by small field offices, December 03

Annex 4:

The Action Programme Organisation



The organisation was not a plain project organisation. It was set up to respond to the need to have a structure involving as possible in the line organisation

Halving poverty by 2015 is one of the greatest challenges of our time, requiring cooperation and sustainability. The partner countries are responsible for their own development. Sida provides resources and develops knowledge and expertise, making the world a richer place.



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