

ANNEX III – Terms of Reference (TOR)

ORGANIZATIONAL BACKGROUND

1. The United Nations Educational, Scientific and Cultural Organization (UNESCO) is a specialized agency of the United Nations, established on 16 November 1945. Its stated purpose is to contribute to peace and security by promoting international collaboration through education, science, and culture in order to further universal respect for justice, the rule of law, and the human rights and fundamental freedoms proclaimed in the UN Charter.
2. UNESCO has 193 Member States and seven Associate Members. UNESCO's General Conference determines the policies and the main lines of work of the Organization. It meets every two years, and is attended by Member States and Associate Members, together with observers for non-Member States, intergovernmental organizations, non-governmental organizations (NGOs). The General Conference approves the six-year Medium-Term Strategy (C/4) and the two-year Programme and Budget (C/5).
3. The Executive Board of UNESCO is elected by the General Conference. It consists of 58 Member States with a four-year term of office. The Executive Board meets biannually to examine the programme of work for the Organization and corresponding budget estimates.
4. Throughout its activities and projects, UNESCO performs and assumes a range of functions corresponding to its role as the international lead agency for education, the sciences, culture and communication. According to the Organization's Medium-Term Strategy for 2008–2013 UNESCO will, in fulfilling its mission, carry out five established functions: (i) laboratory of ideas, including foresight; (ii) standard-setter; (iii) clearing house; (iv) capacity-builder in Member States in UNESCO's fields of competence; (v) catalyst for international cooperation.¹
5. UNESCO is structured in five major programme sectors: Education, Natural Sciences, Social and Human Sciences, Culture, Communication and Information. In addition to Headquarters based in Paris, France, UNESCO includes a decentralized field network of 51 field offices plus two liaison offices with the United Nations. The network of National Commissions for UNESCO is a constituent element of UNESCO and unique in the United Nations system.
6. In addition to the field offices, UNESCO has 11 category I Institutes and Centres. These institutes are institutionally part of the Organization, approved by the General Conference, and have governing bodies that are elected by the General Conference or appointed, in whole or in part, by the Director-General and report to the General Conference. Institutes and centres under the auspices of UNESCO (category II) are entities which are not legally part of the Organization, but which are associated with it through formal arrangements approved by the General Conference. At present, there are more than 50 Category II Institutes and Centres.
7. The Organization has approximately 2000 professional full-time staff², a third of which are based in UNESCO field offices. About 60% of the professional full-time staff

¹ http://portal.unesco.org/en/ev.php-URL_ID=6330&URL_DO=DO_PRINTPAGE&URL_SECTION=201.html

² Refers only to posts funded from the Regular Programme.

are allocated to programme sectors and the remaining 40% to support or central services.

INTRODUCTION

8. The 35th session of the General Conference recently approved an independent external evaluation of UNESCO of a comprehensive, strategic and forward-looking character. The issue of an independent external evaluation of UNESCO was an agenda item at the 181st and 182nd sessions of the Executive Board which were held prior to the General Conference. The decision taken at the 182nd session was important in outlining the overall scope of the evaluation (Decision 182 EX/24 Part II³). The proposed independent external evaluation will complement UNESCO's existing biennial and medium-term evaluation plans, which include the evaluation of the Organization's "Strategic Programme Objectives", UNESCO's decentralized bodies and other thematic evaluations.

PURPOSE OF THE EVALUATION

9. The purpose of the external evaluation of UNESCO will be to provide actionable and timely recommendations to the Governing Bodies of the Organization and the Director-General for their review and action in order to position the Organization for meeting future needs and challenges. The evaluation will take into account the cumulative changes and reforms of the recent past, prospective issues and relevant trends. As a forward-looking exercise, the evaluation should identify the key lessons learned that can be applied to improve the efficiency, effectiveness and impact of the work of the Organization.

SCOPE

10. The General Conference has agreed that the evaluation should be strategically focused, high-level and forward-looking. The evaluation will focus primarily on the current and future opportunities and challenges within the Organization's core programmatic areas of competence as represented by the five major programmes.

³ Decision 182 EX/24 Part II

1. Recalling 181 EX/Decision 19,
2. Having examined Part II of document 182 EX/24,
3. Considering that since the time UNESCO was established, the world has changed fundamentally, leading to new challenges in the fields of education, science, culture and communication,
4. Considering that many individual parts of UNESCO have been evaluated, but that the functioning of UNESCO as a whole has so far not been the subject of a comprehensive evaluation,
5. Recommends to the 35th session of the General Conference:
 - (a) to decide on an external and independent evaluation of UNESCO of a comprehensive, strategic and forward-looking character;
 - (b) to decide that the Terms of Reference will focus on inter alia:
 - (i) the international challenges within the mandate of UNESCO;
 - (ii) the impact of UNESCO in addressing these challenges;
 - (iii) the role of UNESCO within the United Nations system and in relation to other international organizations;
 - (iv) the division of competences between the governing bodies and Secretariat;
 - (v) the contribution of civil society and the business community,
 - (vi) the coherence between the sectors of the Secretariat.
 - (c) to request the Director-General to entrust the IOS with initiating this evaluation and to keep Member States informed as appropriate;
 - (d) to allocate the appropriate resources for this evaluation from the regular budget, to be supplemented by voluntary contributions from Member States.

11. The evaluation will answer the following overarching question:

“How should UNESCO position itself to address the challenges of the twenty-first century and make the most of prospective opportunities?”

12. According to the decisions taken by the General Conference and the Executive Board, the evaluation will focus, inter alia, on the following areas and illustrative set of questions. This illustrative set of questions will be further elaborated on by the external evaluation team during the inception phase with the final set of questions contained in the inception report.

Focus Area	Illustrate Evaluation Questions
The international challenges within the mandate of UNESCO	<ul style="list-style-type: none"> • What will be the major international challenges that UNESCO will face in the future in carrying out its work? How should UNESCO deal with the challenges it anticipates? • What is the relevance of UNESCO’s policies and programmes to the needs and priorities of Member States? To what extent does UNESCO’s 2008–2013 Medium-Term Strategy (C/4) and 2010–2011 Programme and Budget (C/5) respond to the needs of Member States as reflected in their policies, strategies and programmes?
The impact of UNESCO in addressing these challenges	<ul style="list-style-type: none"> • How has UNESCO’s work impacted the policies and strategies of Member States? What does this suggest in terms of how UNESCO should position itself in the future? • How effectively has UNESCO been dealing with past and current international challenges? What can be learned from this for the future?
The role of UNESCO within the UN system and in relation to other international Organizations	<ul style="list-style-type: none"> • What is UNESCO’s niche and comparative advantage and what are other possible areas where UNESCO could add value in the medium and long term? • To what extent do UNESCO’s strategy and programmes contribute to the purposes and goals of the United Nations including reforms? • What steps have been taken to improve complementarity and coherence with other UN agencies and international organizations?
The division of competences between the governing bodies and the Secretariat	<ul style="list-style-type: none"> • Is the current division of roles and responsibilities between the governing bodies (the Executive Board and the General Conference) and the Secretariat optimal? How could it be improved? • What adjustments could be made to the existing structures of the governing bodies and their working methods to improve efficiency and effectiveness of UNESCO’s work?
The contribution of civil society and the business community	<ul style="list-style-type: none"> • What are the strengths and weaknesses of the approaches to, and the structures of, UNESCO’s existing partnerships with civil society and the business community? What has worked well? What can be learned from existing success

	<p>stories?</p> <ul style="list-style-type: none"> • What partnerships are likely to be strategically most important in the future?
The coherence between the sectors of the Secretariat	<ul style="list-style-type: none"> • To what extent is the work done in UNESCO's various sectors coherent and complementary? Could any measures be taken to further increase coherence of the work undertaken by the sectoral divisions of UNESCO's Secretariat? • What are the areas where UNESCO could strengthen its comparative advantage by addressing international challenges in an intersectoral and multidisciplinary way?

METHODOLOGY

13. The methodology for the evaluation will include the following:

- a. Document review including analysis of previous evaluations and key reference documents. Refer to the list provided at the end of the Terms of Reference.
- b. Interviews (structured, semi-structured, both in person and by telephone) with key informants (including representatives of the Secretariat, Permanent Delegations to UNESCO, National Commissions, government officials, UN agencies, representatives from civil society and the business community, partner organizations, etc.).
- c. A representative number of surveys to be distributed to (i) all Member States through the Permanent Delegations to UNESCO; (ii) key partner organizations⁴; and (iii) UNESCO staff at Headquarters and the decentralized field network.
- d. Visits to UNESCO Headquarters in Paris and field visits to selected locations, ideally to, *inter alia*, regional focal hubs (Bangkok, Beirut, Brasilia, Dakar, Dar es Salaam, Santiago) as well as major UN centres, such as New York City and Geneva.

14. The evaluation team will ensure triangulation in analyzing the data collected and in drawing findings and making recommendations.

15. In developing the inception report, the team will develop an evaluation matrix which will address the evaluation questions, the criteria for evaluating them, the sources of data that will be used and the data collection methods. As stated in Paragraph 12, the illustrative set of questions will be further elaborated on by the external evaluation team during the inception phase, in close consultation with key stakeholders and IOS, with the final set of questions contained in the inception report.

DELIVERABLES AND SCHEDULE

16. The independent, external evaluation team will commit to the following key deliverables:

⁴ The UNESCO partners and networks identified on UNESCO's website should be surveyed http://portal.unesco.org/en/ev.php-URL_ID=22347&URL_DO=DO_TOPIC&URL_SECTION=201.html

- a. Inception report – The inception report will contain the evaluation framework, a detailed evaluation methodology, a work plan and logistical arrangements. (Indicative date: 31 January 2010)
- b. First Information Meeting for Permanent Delegations to UNESCO – Permanent Delegations to UNESCO will be informed about the evaluation progress and about any important emerging strategic issues. (Indicative date: mid March 2010)
- c. Second Information Meeting for Permanent Delegations to UNESCO – Prior to the preparation of the draft evaluation report, Permanent Delegations will be provided with information on the preliminary evaluation findings. (Indicative date: mid June 2010)
- d. Draft evaluation report – A draft evaluation report will be prepared in line with the structure outlined below. (Indicative date: 31 July 2010)
- e. Final evaluation report – The final evaluation report will be presented at the 185th session of the Executive Board in October 2010. The report will be structured as follows:
 - Executive Summary
 - Introduction
 - Evaluation purpose
 - Evaluation methodology
 - Main findings
 - Lessons learnt
 - Recommendations
 - Annexes (including interview list, data collection instruments, key documents reviewed, Terms of Reference).

The final evaluation report will also be considered at the 36th session of the General Conference in 2011.

ROLES, RESPONSIBILITIES AND LOGISTICAL ARRANGEMENTS

17. External Evaluation Team – The evaluation team is responsible for:

- conducting the evaluation in accordance with the Norms and Standards of the United Nations Evaluation Group (UNEG);
- submitting all deliverables as per this Terms of Reference;
- identifying and contracting any additional evaluators or research assistants who possess specialized expertise not available within the core evaluation team;
- informing the Technical Support Group on a regular basis of progress in the conduct of the evaluation;
- reporting to the Executive Board and/or Permanent Delegations in information sessions, as set out above.

18. The External Evaluation Team may seek external advice, in particular from eminent persons.

19. The External Evaluation Team will be selected through an Open International Competition per UNESCO's Procurement Rules and Regulations⁵.

20. Technical Support Group: The main function of the Technical Support Group is to provide factual information to the External Evaluation Team and, when requested,

⁵ UNESCO Intranet. Appendix 10 A. Procurement Guide. 6 April 2007.

practical advice on any substantive aspect of the evaluation as well as to secure access to stakeholders. The Technical Support Group will be comprised of a representative number of UNESCO staff members including each of the five major programmes of UNESCO and UNESCO's Central Services.

21. Internal Oversight Service (IOS) / Evaluation Section – The primary function of IOS is to ensure the independence of the evaluation and the quality of all deliverables through strict adherence to the Norms and Standards of the United Nations Evaluation Group (UNEG). IOS will be responsible for managing the selection process of the external evaluation team, managing the contract, facilitating the work of the external evaluation team, including contacts within UNESCO and key external partners, and providing access to all necessary documentation.

EVALUATION TEAM QUALIFICATIONS

22. Prior to the assessment of the technical proposals, the evaluation team's qualifications will be closely examined. The qualifications given below in A and B are minimum requirements. Those set out in B are for the team as a whole, not for each core team member. Failure to meet the requirements as set out in A and B will result in the immediate rejection of the technical proposal.

A. Qualifications for the Team Leader:

- Proven experience in large-scale organizational reviews/evaluations of relevance to policy-making (at least three references)
- Proven experience leading or directly managing complex evaluations or strategy development exercises.

B. Qualifications for the core team (including the Team Leader):

- Academic degrees relevant to UNESCO's fields of competence
- Demonstrated experience in the field of international development and technical cooperation
- Advanced knowledge of evaluation design and methodology
- Extensive experience in strategy development
- Understanding of and experience with the United Nations system
- Knowledge of gender issues, including experience with gender evaluation methodologies
- Fluency in English and French.

23. Following assessment of the above minimum requirements, each qualifying team will be assessed on criteria relating to the team's profile and the quality of the technical proposal. The evaluation team will ideally consist of a core evaluation team of three to four experts with complementary expertise and experience, supplemented by technical specialists and research assistants as necessary. The core team should be multicultural with appropriate gender balance, geographic representation and linguistic diversity. The core team should possess excellent writing, communication and presentation skills. The firm(s) or institution(s) with which the core team members are associated should have excellent quality assurance procedures, knowledge in UNESCO's fields of competence, experience with similar assignments and experience in working with the UN and/or other international organizations.

KEY REFERENCE DOCUMENTS

- a. UNESCO Constitution
- b. Medium-Term Strategy, 2008 – 2013, (34C/4)
- c. Programme and Budget, 2008 – 2009 (34 C/5)
- d. Programme and Budget, 2010 – 2011 (draft 35 C/5)
- e. Report of the Director-General on the Activities of the Organization in 2006-2007 (35 C/3)
- f. Review of Management and Administration in the United Nations Educational, Scientific and Cultural Organization (UNESCO), prepared by the Joint Inspection Unit of the United Nations, 2000.
- g. Strategic Programme Objective Evaluations: 1 / 2, 3, 6, 11, 14.