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## **Evaluation of the International Institute for Capacity Building in Africa (IICBA)**

ARCADIS BMB

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# Executive Summary

## Background and purpose

The International Institute for Capacity Building in Africa (IICBA) was established by UNESCO in 1999 and located in Addis Ababa. According to its statutes, its aims are to contribute to development in the area of educational management, curriculum development, teacher education and distance education in Africa. IICBA's creation was considered as a first step towards a more balanced presence of UNESCO institutes in the various regions.

## Context of the evaluation

In 2005, UNESCO Headquarters commissioned an evaluation of all its institutes working in the field of education. This evaluation report on IICBA has emerged within this context. One international expert from ARCADIS BMB of the Netherlands conducted the evaluation in the period April – June 2005. The evaluation is based on discussions at UNESCO Headquarters, desk study of relevant documents, and a field visit of one week to Addis Ababa. The draft report was revised based upon the consolidated comments from HQ and those from IICBA.

## Achievements

### *Relevance of IICBA's activities to UNESCO policies and EFA goals*

In general, the programmes and activities of IICBA have been supportive of UNESCO's priorities in the development of education as defined in the UNESCO Medium Term Strategy for 2002-2007 and the Education for All goals. This holds especially for the sub-objectives for Africa that include the training of qualified teachers, improving and diversifying the contents and methods of education, and the developing of effective education strategies and education materials including HIV/AIDS.

### Example:

- A joint programme with USAID to develop materials for HIV education was undertaken. 10,000 copies are produced for distribution each year.

Also supportive of UNESCO priorities were the dissemination of information on new teaching methods based on ICT, and distance education and networking through teacher training institutions.

### *Results in strengthening teacher education institutions in Africa*

A major part of IICBA's programmes and activities focused on strengthening teacher education in Africa. IICBA has worked with 16 African universities in 14 countries. The activities mainly consisted of providing new methods in teacher education, notably through distance education and ICT. Out of nine teacher-training projects, eight had an ICT and/or distant education component as a method. In the past year, more than 900 teachers have received IICBA's in-service training and degree courses.

Based on the information collected during this evaluation, the IGNOU project has been quite successful in transfer of knowledge and skills in distance education, especially in Ethiopia.

Example:

- With the technical assistance support from the Indira Gandhi National Open University (IGNOU), IICBA succeeded to incorporate distance education in the diploma and masters programmes of the Faculty of Education of the University of Addis Ababa;
- With the technical assistance of Umea University (Sweden), distance education was applied to train teachers in Ethiopia to improve classroom behaviour;
- IICBA has been offering a leadership and management programme to five Ethiopian universities with the support of the University of South Africa;
- A master's degree in Education in ICT was developed at the Sudan University of Science and Technology through IICBA and with support of the Pretoria University, and the modules were further adjusted for the universities of Makerere, Cape Coast and Addis Ababa. The course has been quite successful in different countries.

#### *Results in sharing information, knowledge and experiences*

The research and advocacy projects of IICBA in the areas of assessment, rural schools, educational planning and economic development, and development of learner centred materials met with different degrees of success. In the past biennium, 35 training workshops and seminars have been organized in 11 countries.

Example:

- IICBA is developing a framework for capacity building in teacher training in Africa, which will lead its future programming and planning of activities;
- IICBA has been active in the development of assessment systems, and especially the development of item banks for mathematics and science;
- IICBA organized four workshops in the period 2001-2003 on education planning and economic development in Africa (2001 in Maputo, 2002 in Addis Ababa, 2003 in Dakar, 2003 in Addis Ababa);
- It has provided short courses in Ethiopia and Uganda on the production of educational materials, video's and CD's;
- IICBA has produced eight electronic libraries for school heads and for teacher training on assessment, maths and science teaching, and on HIV/AIDS.

IICBA has also been active in the collecting and disseminating of materials that are relevant for education and teacher training and preventive education. Since 1999, IICBA has published 15 publications including monographs and training guides. IICBA's website has been improved and enjoys increasing hit rates. The newsletter is published quarterly in English and French and it features articles on relevant educational issues for African countries. Approximately 600 people subscribe the newsletters.

#### *Results in improving quality of education*

In 1999, the multi-grade programme was initiated by IICBA as a pilot programme in Ethiopia to provide high quality primary education in populated rural areas. Up to now,

five schools have been established in two regions of Ethiopia. As a part of the multi-grade project, training workshops on textbook writing were conducted for two regions in Ethiopia and *The Textbook Writer's manual* was published as a guide to textbook writers.

## Challenges

### *Institutional Developments*

In general, not enough attention was given to the aspects of institutional development and sustainability, with the result that several initiatives have been ad hoc and were not continued after IICBA's support came to an end. In its Strategic Plan 2005-2008, IICBA has indicated that it will move away from content development and will focus much more on capacity development of teacher training institutions.

In view of IICBA's limited financial resources and the need to acquire extra-budgetary funds for the implementation of programmes, the selection of projects was based on opportunities provided by donors and foreign universities rather than on a well-defined vision of IICBA's role in Africa and a strategy that would follow from that. This resulted in a bias toward the implementation of projects in Ethiopia, as donor agencies present in Addis Ababa usually only provided funds for Ethiopia.

### *Contribution to UNESCO's overall decentralization strategy*

The creation of IICBA represents a step in the decentralization strategy of UNESCO. However, the creation of IICBA as an institute outside HQ was not based on a clear definition of tasks that would be delegated from HQ to IICBA. IICBA is functionally autonomous in defining its tasks and activities. It proposes its programmes for approval to the Executive Board of UNESCO without explicit consultation and agreement with the HQ Divisions on its activities. At the same time, there has not been a decentralization in the area of administrative, personnel and financial management. IICBA is an integral part of UNESCO in terms of administration, staffing and budget, resulting in tedious and time consuming bureaucratic procedures. A next step in decentralization should include both a definition of the respective tasks at HQ and IICBA, and a decentralization of administrative, human resources and financial management. For the task division between HQ and IICBA and other institutes, one option is that the role of HQ will be limited to defining central policies, with the institutes in the role of implementing agencies.

### *Coordination and interaction with HQ, institutes and field offices*

In view of IICBA's functional autonomy and the lack of an explicit decentralization of tasks from HQ to IICBA, the coordination and interaction between IICBA and HQ Divisions is not systematic. This is also true for the relationships with other UNESCO institutes. IICBA was originally created among others to build capacity in educational planning. This subject has disappeared from IICBA's programmes to avoid conflicts with IIEP, but there is a large need for capacity development in educational planning at the regional and local levels in African countries. A clear strategic choice is required on the question whether or not IICBA should again play a role in educational planning, or whether it should fully focus on teacher training and the Initiative for Teacher Training in sub-Saharan Africa. This would also have consequences for the cooperation with other UNESCO education institutes.

### *Funding patterns, extra budgetary resources and sustainability*

UNESCO provides IICBA's regular budget of around \$ 2million biannually. The budget goes for 75% to salary and office running costs, which makes the acquisition of extra

budgetary funds necessary for the implementation of programmes. IICBA has succeeded so far in roughly doubling its budget. The limited budget puts the continuity of IICBA at risk: the international UNESCO staff is very small, and IICBA relies for an important part on local staff working on short term contracts based on the availability of project funds.

#### *Quality of organizational management*

There is scope for improving the management at the level of HQ by explicitly decentralizing tasks from HQ to IICBA and providing the required staffing and budget for its implementation. Next, there is scope to improve functioning of the Governing Board of IICBA by having more motivated and technically qualified members. Finally, there is also scope for improving the management at the level of the institute by appointing a director, to guarantee that sufficient energy can be put in strategy development and the acquisition of extra-budgetary funds. This position is vacant since January 2004. Furthermore, the management of IICBA should improve the effectiveness of the institute by critically reviewing IICBA's activities in view of its limited resources and selecting the most promising areas for future development of activities.

#### **Key recommendations**

To increase its relevance towards UNESCO priorities and policies, IICBA should make a more focused selection of the priorities it wants to pursue and translate this in a limited number of programmes.

To increase its impact in capacity building in teacher training, IICBA should develop a clear concept of capacity building and institutional development in teacher education, and apply this as a guiding principle in the selection and planning of its programmes.

To increase the contribution of IICBA to EFA goals, its staff and financial resources should be increased, in combination with a rationalisation of its programmes and activities. This should be based on the renewed development of a vision on the role that IICBA should play, the strategy it should follow and the programmes it should implement. The Initiative for Teacher Education in sub-Saharan Africa would seem to be the most logical area on which IICBA would focus its programmes for policy and capacity development. This may also result in moving away from product development and acting as a clearinghouse, which are at present among the major activities of IICBA.

In case a strategic choice will be made in which IICBA will have educational planning as one of its focus areas of attention, an effective cooperation strategy should be worked out with IIEP for the provision of IIEP staff to IICBA for the development of programmes in this area.

UNESCO should strengthen its decentralization strategy by clearly defining the tasks of HQ and IICBA, preferably with HQ responsible for central policy making and the institutes responsible for implementation of programmes. It is also pertinent to provide administrative and financial autonomy to IICBA (and other institutes) and to guarantee accountability by proper auditing mechanisms.

A review is needed of the establishment of IICBA in Addis Ababa in view of the limited access to required human resources, poor communication facilities and the sub-standard offices provided the Government of Ethiopia.

A director of IICBA should be appointed as soon as possible in view of the needs for strategy development, fund acquisition and management of the institute.



# 1 INTRODUCTION

## 1.1 PURPOSE OF THE EVALUATION

According to the Terms of Reference, the purpose of the evaluation of IICBA is to inform relevant entities and units including: UNESCO Task Force on Category I UNESCO Institutes and Centres; UNESCO Task Force on Decentralization; Education Sector of UNESCO; other relevant units; Member States of UNESCO; IICBA's cooperation partners, regarding the following points:

- Relevance of IICBA's activities to UNESCO's programme priorities especially in the field of education;
- Results achieved by IICBA, and its contribution to UNESCO's efforts in achieving respective EFA goals;
- Quality of coordination and interaction between UNESCO Headquarters, other Institutes, Field Offices and IICBA's partner entities with regard to planning and implementation of programmes; and
- Funding patterns, mechanisms and their risks for sustained institutional capacity, and viability, and quality of organizational management and programme implementation systems adopted by IICBA.

The evaluation is part of a wider evaluation in 2005 of the Institutes of UNESCO working in the area of education. The Institutes serve in their fields of expertise as international reference centres to provide services and technical assistance to Member States, cooperation partners and the network of UNESCO field offices. The Institutes are expected to contribute directly to attaining the strategic objectives and programmatic priorities of UNESCO's education programme (Major Programme I), and more specifically to implementing the Dakar Framework for Action on Education for All (EFA), adopted at the World Education Forum in 2000.

## 1.2 METHODOLOGY

The evaluation was conducted in the period April – June 2005 by one evaluator from ARCADIS BMB of the Netherlands. A preparatory visit was made to UNESCO HQ in Paris in April, where discussions took place with the IOS staff and the evaluators involved in the study of two other institutes on the framework and strategy for the implementation of the evaluation. A short field visit to IICBA in Addis Ababa, Ethiopia, was made in the

period 28 May-June 4, 2005. The head of the evaluation unit of IOS participated in the field visit for the main part of the period.

The main instruments to collect information on the evaluation issues as defined in the Terms of Reference consisted of:

- a. Desk review of relevant documents: UNESCO HQ provided the main documents on UNESCO policies and priorities in education including the EFA goals, the policies towards the Category I institutes, decentralization policies of UNESCO, documents on IICBA presented to the Executive Board and General Conference in the period 1998 – 2005, and internal memoranda on IICBA. At IICBA additional documents were collected on IICBA's strategic plan for 2005-2008, staffing and budget, and on specific programmes and projects implemented by IICBA.
- b. In-depth, semi-structured interviews with stakeholders. Interviews and discussions were held with staff members at UNESCO HQ involved in the management and communication with IICBA. In Addis Ababa, the Chairman of the Governing Board of IICBA, the Deputy Director and the majority of the professional staff were interviewed separately on their activities at IICBA and their views on the main issues affecting the efficient and effective functioning of the Institute. Telephonic interviews were held with the former Director of IICBA and with the staff at the two IICBA nodes in Pretoria and Dakar. Furthermore, major external stakeholders were interviewed, including the main agencies providing external budgetary contributions to IICBA, and the Director of the UNESCO cluster office in Addis Ababa. We had a brief meeting only with a representative of the Ministry of Education of Ethiopia. The non-availability of Ministry representatives was explained to us as a result of the recent elections and political uncertainty about the outcomes.
- c. Participatory workshops and/or group interviews with stakeholders. We learned about the main issues for the evaluation during a meeting with HQ officials in Paris, in which other evaluators also participated. We organized a group meeting with all staff of IICBA during the first day of our mission to Addis Ababa, in which we explained the objectives and procedures of the evaluation. Several main issues were already discussed during the meeting.
- d. Questionnaire surveys. We did not apply questionnaires for the evaluation, as we did not consider this as a feasible approach in view of the short time and limited budget available for the study. If more time and resources would have been available, the use of questionnaires might have been relevant to collect more detailed information on the results and impact of the projects implemented by IICBA in the different countries.
- e. Observation. This has been an integral part of the evaluation during visits, meetings, discussions and interviews, and was especially important to understand the relationships and physical conditions and tangible products of IICBA like the electronic libraries and video's.
- f. Secondary data. We collected several reports on IICBA projects, we consulted the IICBA website and search engine, and obtained copies of IICBA products including publications, video's and CD's.

Because of the time and resource constraints, there are some limitations as to the results of the evaluation. Data collection and analysis focused on objectives, processes and inputs and

their alignment with UNESCO priorities and objectives, rather than on the measurement of results and impact at the individual, institutional and society levels. Nevertheless, where available, we will refer to data on these types of results in the report. Also, during the discussion in Paris on the main issues for the evaluation, it was explained that one of the main reasons to undertake the evaluation of the Institutes is the need to find solutions to clarify and improve the coordination between UNESCO HQ and the Institutes. This implied that the evaluation focused on processes of management, lines of command, division of roles and responsibilities rather than on results and impact. Nevertheless, we have devoted considerable attention to the projects and activities of IICBA in order to properly understand what IICBA is doing, and to assess its alignment with major UNESCO policies, strategies and programmes.

## CHAPTER 2 BACKGROUND OF IICBA

The International Institute for Capacity-Building in Africa (IICBA) is one of the UNESCO's Institutes operating in the field of education. The General Conference established it in 1999 upon the approval of its statutes. Addis Ababa was selected as the location for the Institute's headquarters, and it was established as an integral part of UNESCO. The assignment of IICBA is to act as a network organisation and to undertake its programme in collaboration with regional, national and international institutions, with a view to enhance their institutional capacities.

The aims and functions of IICBA were defined in the statutes as contributing to development in the area of educational management, curriculum development, teacher education and distance education. These aims should be achieved through applying four types of activities: training, research, networks with specialists and centres of excellence, and exchange of experience, staff and programmes. We would already like to note here that the aims in later documents are presented differently: the focus changed towards teacher training and IICBA is consistently described as UNESCO's agency for teacher education in Africa. The subject of educational management is notably absent in later documents. IICBA is now focusing on teacher training in practice, but until 2005 there is no policy document that discusses the areas of work of IICBA and proposes or decides the direction it should take. Only in the Strategic Plan 2005-2008 of IICBA these policy issues are addressed for the first time and a strategic choice towards focus on capacity building in teacher training is proposed.

It is noteworthy that in the documents there is no discussion either on the question why IICBA was established, why it was located in Addis Ababa, why its tasks were defined as they were defined, and what was the rationale for the size of its budget. Only in the Introduction to the Programme and Budget for 1998-1999, it was stated that the Director-General was supportive of the idea of creating institutes with autonomous standing in other regions of the world with the objective of increasing UNESCO's influence by bringing it closer to the countries and communities it serves. We will come back to these questions later on, as we found that major difficulties in the cooperation and coordination of IICBA with UNESCO HQ can be related to the weaknesses in the rationales for having IICBA established and in the delineation of tasks and responsibilities of IICBA in relation to other UNESCO Departments and Institutes.

In the statutes it was established that the programme of the Institute shall be part and parcel of the Programme and Budget of UNESCO approved by the General Conference and shall follow the priorities and main lines of action established therein.

IICBA has its own Governing Board, consisting of 12 members chosen for their eminence in fields relevant to education and the aims of the Institute and sitting in a personal capacity. The Director-General of UNESCO appoints its members as follows: 9 members from the region, one of whom is a national of the host country; 2 members from regional organizations and 1 member representing the international donor community.

A Director, who is appointed by the Director-General of UNESCO, manages the Institute. At present, this position is vacant since January 2004, and the Deputy-Director has temporarily assumed the tasks of the Director. The staff in 2005 furthermore consists of 12 UNESCO staff of whom 4 are of international and 8 of national (Ethiopian) origin, 10 non-UNESCO professional staff (on service contract or special service agreement, all Ethiopian except for 3 professionals in the 2 nodes of IICBA in Pretoria and Dakar), and 6 support staff (all Ethiopian). In May 2005 IICBA's total staff consisted of 29 persons, 21 of them of Ethiopian nationality.

The General Conference earmarks the funds for the Institute biannually from the UNESCO Regular Programme, amounting to \$ 607,000 in 1999, \$ 1,300,000 in 2000-2001, \$ 1,200,000 in 2002-2003, and \$ 2,000,000 in 2004-2005. The Institute also receives extra budgetary funds both from UNESCO and other donors, amounting to \$ 200,000 in 2000-2001, \$ 3,000,000 in 2002-2003 and \$ 1,748,000 in 2004-2005.

Further on in the report we will analyze in more detail the programs and activities of IICBA since its inception. In general, they have focused on the development of teacher training programs and strengthening of teacher training institutions in Africa, the development of distance education for teacher training and provision of education, the development of ICT for the provision of education, piloting multigrade education for application in sparsely populated rural areas, creating interactive education programmes on HIV/AIDS, creating electronic libraries for teachers and teacher trainers, and on education and economic planning in Africa.

# 3 RELEVANCE OF IICBA'S ACTIVITIES TO UNESCO POLICIES

The evaluation question is whether IICBA's programmes are in alignment with UNESCO's strategies and goals, as stated in UNESCO's Mid Term Strategies for 1996-2001 and for 2002-2007 and in UNESCO's Programmes and Budgets.

IICBA was established in the context of UNESCO's Major Programme I 'Education for all throughout life' (EFA). The Programme and Budget for 1998-1999 proposed to create new UNESCO institutes. IICBA was one of the institutes proposed and its creation was considered as a first step towards a more balanced presence of UNESCO institutes in the various regions.

The initial documents on IICBA did not make any detailed analysis of UNESCO's priorities or the EFA objectives in relation to the role and tasks of IICBA. The first more systematic approach is presented in the Strategic Plan 2005-2008 of IICBA. It points at the comprehensive education programme UNESCO has developed in response to the global and African education challenges. As an Institute of UNESCO, IICBA seeks to support UNESCO's broader objectives in the area of education. The Strategic Plan then mentions more specifically the UNESCO Medium Term Strategy for 2002-2007 that has three strategic objectives for education, and the Africa Regional Strategy 2002-2007 in which the three strategic objectives have been further defined as to focus and expected outcomes for Africa. (Strategic objective I: Promoting education as a fundamental right in accordance with the Universal Declaration of Human Rights; objective II: Improving the quality of education through the diversification of contents and methods and the promotion of universally shared values; objective III: Promoting experimentation, innovation, and the diffusion and sharing information and best practices as well as policy dialogue in education).

The Strategic Plan also mentions the UNESCO Teacher Education Initiative in sub-Saharan Africa, 2006-2015. This plan has as a target that by 2015, UNESCO will have intervened in-depth in interested sub-Saharan countries in the area of teacher education to bring their teacher policies, teacher training institutions, and teacher education programmes into more direct line with their commitments for achieving all six EFA goals and poverty reduction goals. IICBA considers that it should play a key role in this initiative and that it is uniquely placed to meet this challenge, as it has consistently worked on improving the quality of education through its emphasis on teacher education, the use of distance education and

ICTs to support teacher education. This role is recognized in the Draft Programme and Budget 2006-2007 (33C/5), in which the General Conference requests IICBA to strengthen the Institute's capacity in teacher education to lead jointly with the Education Sector and BREDA the implementation, monitoring and evaluation of UNESCO's Initiative on Teacher Training in sub-Saharan Africa.

The three strategic objectives in education of UNESCO have been defined for Africa in sub-objectives or focus areas together with the expected outcomes. In annex 1 we present a detailed inventory and analysis of all projects and activities implemented by IICBA since its creation. In chapter 4.1 an overall analysis is presented of their results, where the programmes have been successful and where not. Based on that analysis, we conclude that IICBA has mainly contributed to the strategic objective II: Improving the quality of education through the diversification of contents and methods. For Africa, the sub-objectives among others are encouraging the training of qualified teachers, improving and diversifying the contents and methods of education, and the developing of effective preventive education strategies. Expected outcomes are enhanced capacities of teaching staff in curriculum development and assessment, support for the training of teachers and improvement in their teaching performance, improving and diversifying the contents and methods of education, and reduced HIV/AIDS infection rates. IICBA's main activities have been in the field of capacity building and programme development in teacher training, and in new provision methods through distance education and ICT. IICBA has also devoted intensive attention to the production and dissemination of HIV/AIDS materials for teachers for themselves and to assist them in informing the children in the classroom. Although we have not been able to measure the impact of IICBA's activities, it probably has obtained the best results in these two areas.

IICBA has also contributed to strategic objective III: Promoting experimentation, innovation and the diffusion and sharing information and best practices as well as policy dialogue in education. The expected outcomes for Africa include enhanced cooperation between African countries in the field of education, enhanced education policy dialogue, and more people capable of using ICT for education and training. IICBA has worked in between 15 to 20 African countries since its creation. It has conducted workshops and seminars involving politicians, policy makers and professionals from different countries allowing them to exchange information and views on education development. Also, African institutions were able to cooperate through IICBA programmes. As mentioned before, IICBA has put much emphasis on the use of ICT in teacher training programmes both as a means to provide education and distance education, and as a means for educational planning and to produce materials. The IICBA website also enhances the sharing and exchange of information between African professionals and policy makers. It is also the home base of the Teachers Education Network of IICBA, connecting education workers in Africa and with the world.

Our overall conclusion is that IICBA's activities fit in and support the programmes and priorities of UNESCO. We will come back to this when we discuss the coordination between UNESCO HQ and IICBA. However, this alignment was not based on a clear allocation of tasks in the context of the overall UNESCO programme for education, and there is still a need for an explicit and planned task allocation and task division between UNESCO's Education Division, other UNESCO Institutes and IICBA.

## CHAPTER

# 4 RESULTS ACHIEVED

## 4.1

### RESULTS ACHIEVED IN VIEW OF IICBA'S OBJECTIVES.

The Terms of Reference pose two evaluation questions that we will address in this paragraph. The first question is to what extent IICBA has achieved its organizational objectives, which (according to the ToR) is strengthening the capacities of teacher education institutes of African Member States. The second question is whether IICBA's different activities are effective in achieving its organizational objectives.

### 4.1.1

#### DEFINING CRITERIA TO ASSESS RESULTS

The overall aims and functions of IICBA were defined in its statutes: the Institute shall contribute to the design and implementation of a programme aimed at meeting the needs of Africa in particular and of the developing world in general in the area of educational management, curriculum development, teacher education and distance education, with special emphasis on the need to promote international solidarity in the production, sharing and dissemination of knowledge, ideas and experience among educational leaders and innovators. IICBA should reach this aim by providing training, promoting research, networking with individual specialists and centres of excellence worldwide, and promoting an exchange of experience, staff and programmes.

The overall aims were not further specified in objectives, expected results and activities. From the different documents that we consulted it appears that the aims and objectives gradually changed over time and became more specific. The Strategic Plan 2005-2008 states that the aims of IICBA in the period 2005-2008 are:

- Develop capacity within African teacher training institutions, including teacher-training colleges, higher education institutions and teacher organizations, making use of distance education and ICTs for educating teachers as appropriate.
- Develop and promote methods of training African teachers to address the specific educational needs and challenges faced in the African context, including HIV/AIDS and gender issues.
- Develop capacity within African education ministries to support teacher education in Africa.

The strategic plan then continues to define the strategic priorities for 2005-2008. They are:

1. Capacity building for educational policy and leadership
2. Distance education as a strategy to address the problem of teacher shortages in Africa



3. ICTs in teacher education
4. Exploring innovative approaches to address challenges faced by African teachers including HIV/AIDS
5. Networking and strategic partnerships

These priorities in objectives and strategy are confirmed in the approved Programme and Budget for 2004-2005 (32 C/5, p.74) with the exception that the General Conference also requested IICBA to link educational development more closely to economic planning and development in Africa. This request no longer appears in the Draft Programme and Budget for 2006-2007 (33 C/5, p. 66). Now the General Conference asks IICBA to participate actively in UNESCO's Initiative on Teacher Training in sub-Saharan Africa and confirms the objectives and priorities as indicated in the Strategic Plan of IICBA.

Evaluation of results is generally performed in relation to pre-stated objectives and expected results. As the objectives of IICBA seem to be changing over time and have the character of a moving target, it is difficult for the evaluator to determine which yardsticks should be used to define results.

A solution may partly be found in the expected results that were formulated in the Approved Programme and Budget for 2004-2005 (32 C/5, p.75). For IICBA, it is expected that a) at the end of the biennium the capacities of teacher-education institutions in Africa are strengthened, and b) information, knowledge and experiences have been shared among and between institutions and education systems in Africa. A number of performance indicators are also mentioned, and as far as we have information available, we will try to provide indications on the rate of success. It should be noted that the definition of performance indicators is a recent practice applied in the Programme and Budget of UNESCO, and they are not yet explicitly applied by IICBA as criteria or orientation points for the definition of its priorities and activities.

In its Strategic Plan 2005-2008, IICBA has defined its main programmes and has re-allocated its past and present activities to these programmes. The three programmes are: research and advocacy, education and training, and knowledge management and distribution. We will first analyse the education and training activities to assess IICBA's contribution to the strengthening of African teacher-training institutions. After that, we will analyse the activities implemented under the research and advocacy programme and the knowledge management and distribution programme, to assess their contribution to the sharing of information, knowledge and experiences between institutions and education systems in Africa.

#### 4.1.2

#### RESULTS IN STRENGTHENING THE CAPACITIES OF TEACHER-EDUCATION INSTITUTIONS IN AFRICA.

To strengthen the capacity of teacher-education institutions, IICBA has worked with 16 African universities in 14 countries in conjunction with various donors and associations. In Annex 1 we have analyzed the IICBA projects under the three programmes. All projects except one (women education leadership) under the category of Education and Training can be considered as projects that intend to support teacher training and teacher training institutions. We will try to evaluate the success of these projects from different perspectives.

*Content*

Of the 9 projects, 8 had an ICT and/or distance education component as a method for teacher training. The focus was on the development and implementation of new methods in the provision of teacher education. This is in line with the aims and strategic objectives of IICBA. One project (Umea) mainly focused on improving teaching skills.

*Institutional development*

The earlier projects of IICBA focused mainly on providing courses to students in teacher training institutions, but did not give high priority to capacity building. Nevertheless, in Ethiopia the courses in distance education were adopted in the regular programme of the University of Addis Ababa. As no evaluation reports were available on the projects, we are not sure what the outcome is for the other projects. For the new projects funded from the 2005 UNESCO extra budgetary resources, much more attention is given to capacity building at the institutions (policy discussions and management decisions on the programmes of each institute, staff training, provision of course materials and equipment).

In general, IICBA has mainly acted as a broker between international course providing institutions and the recipient teacher training institutions. Courses focused especially on distance education and ICT methods in providing teacher education. Decisions on which courses should be provided by whom and to whom were taken based on the coincidence of opportunities rather than on a well developed strategy. The opportunities were especially donors willing to fund specific activities, and foreign universities interested in working through IICBA to implement their courses elsewhere.

This behaviour can probably be explained by the weak position of IICBA in terms of regular funds for programmes and activities, and by the lack of a well-developed strategy. IICBA had to find funds wherever possible, and thanks to its active director, it succeeded quite well in doing this. But this situation did not allow a critical assessment of the relevance of projects. The result has been that much effort has been given to the introduction of new types of courses at teacher training institutes, but little attention was paid to long-term feasibility and sustainability. The latter would have looked at the question whether institutions would be willing and able to continue the courses on a permanent basis. As a consequence, several courses have been ad hoc and were not continued as soon as the project funds were depleted.

In its Strategic Plan 2005-2008, this issue is recognized, and IICBA states that it wants to steer away from content development to institutional strengthening of teacher training institutions. There is still not a clear vision however on the question what that should mean in practice. An answer should be provided by the project on the Development of a Capacity Building Framework that is expected to produce a paper in 2005. The paper will focus on the question what should be understood by capacity building in teacher training institutions. This would guide IICBA in the definition, planning, design and selection of projects. We recommend that this paper should also address policy development for teacher education at a higher level, guiding Ministries of Education in selecting strategies for teacher training and deciding upon proper investments in it.

*Geographic distribution*

Of the 9 projects supporting teacher training, 4 are exclusively implemented in Ethiopia, 1 is largely implemented in Ethiopia but also in other countries (IGNOU), and 4 are implemented in different African countries (sometimes including Ethiopia). This geographic

bias is related to the location of IICBA in Addis Ababa, which makes for easy communication with educational institutions in Ethiopia. The main reason however is that the donor agencies presented in Addis are restricted to finance activities in Ethiopia only. IICBA has however managed recently to embark upon substantial teacher training projects outside Ethiopia as a result of the increased skill in obtaining extra budgetary funds from UNESCO.

The risk of the bias towards Ethiopia is that other member countries will have doubts about IICBA's relevance for Africa. For IICBA to function more effectively for the whole of Africa, it needs more structural financial support and staffing.

This leads to another question: whether Addis Ababa is the best place for IICBA. One issue is the difficulty to get access to sufficient local qualified human resources for IICBA's tasks. Another issue is the lack of proper communication facilities as a result of government regulations (IICBA has for example no direct access to UNESCO's administrative system FABS). Finally, The Ethiopian Government is not forthcoming with proper office facilities for IICBA, even though this was a condition of the agreement with UNESCO on the establishment of IICBA in Addis Ababa.

#### *Quality of projects and overall results*

As mentioned before, there are no evaluation reports available on the different projects. From the information that we could collect, we infer that the IGNOU project has been quite successful in transfer of knowledge and skills in distance education, especially in Ethiopia, and in the number of students and successful graduates. Also the Pretoria course in Masters of Education-ICT has been quite successful in different countries. The different short courses on the production of educational materials provided important new skills in several countries. The new projects in capacity building for EFA and in post-conflict areas also seem to be promising. The sustainability of the other projects is doubtful. The Umea project is implemented under license; IICBA may not have the funds to disseminate it to other countries. The Skylight programme is expensive and may therefore not easily be replicable outside Ethiopia. The UNISA Master in Education Mathematics failed and has been discontinued. It did not take feasibility and institutional requirements sufficiently into account, and nearly all students dropped out. The UNISA course Advanced Certificate in Educational Management may be a useful programme for distribution to other countries. In Ethiopia its chances are limited as a result of a competing programme from the Ministry of Education.

### 4.1.3

#### RESULTS IN SHARING INFORMATION, KNOWLEDGE AND EXPERIENCES BETWEEN INSTITUTIONS AND EDUCATION SYSTEMS IN AFRICA

##### *Quality and overall results of the research and advocacy activities*

In general the overall results of the research and advocacy activities have been rather disappointing. The project on assessment of science and mathematics results has been slow in progressing. It has till now produced a provisional item bank for examinations and testing, but it is not clear whether this product can be improved and whether it will be of practical use. A question is also whether IICBA should focus on item bank development. It is a highly complex and energy consuming effort, for which IICBA may simply not be equipped. It probably should better focus on the collecting of existing item banks and find

out how assessment departments could be assisted in developing better assessment systems. This may be done for example by defining projects for this purpose and identifying funds and experienced resource agencies for its implementation.

The multigrade project has provided relevant experiences and models on the provision of quality education in rural areas with sparse populations. IICBA should now codify this experience and think of a dissemination strategy, which will again require substantial funding, both for need identification and for implementation of projects. Attention should also be given to required policy and institutional development to guarantee the sustainability of the multigrade approach.

The educational planning and economic development project has disappeared from the Strategic Plan 2005-2008, as the focus of IICBA is now fully on teacher training development. It would still need a profound discussion which institution will now be responsible for basic education planning at central, regional, district and school levels, the needs for which have been stressed in some of our interviews.

The other projects are recent, and not much can be said about their results so far. The learner centred materials project is in a pre-conceptual stage, if it is to be taken seriously, more effort, funds and staff inputs will be needed. Again, this project seems to be product development oriented. The question is whether IICBA should not focus more on collecting existing learner centred approaches and materials, rather than IICBA itself trying to produce them.

The project for the Development of a Capacity Building Framework is very relevant for the future of IICBA, as we have indicated before, provided that this framework will be used as a guiding principle in the planning of projects.

#### *Quality and overall results of the knowledge management and distribution projects*

IICBA has been very active in collecting and dissemination of materials that are relevant for education in general and for teacher training in particular in the African context. Since 1999, IICBA has published 15 publications including monographs and training guides. IICBA's website has been improved and enjoys increasing hit rates. The newsletter is published quarterly in English and French and it features articles on relevant educational issues for African countries. Approximately 600 people subscribe the newsletters.

In the past 5 years, IICBA has focused partly on the production of materials, especially electronic libraries that are available on CD-ROM and on the website. Much attention was given to the production of HIV/AIDS materials to be used by teachers. IICBA has come to realize that it should move away from producing materials itself, as there are many professional and commercial information providers that are better equipped for this task. The new strategy could be to focus on collecting relevant information, and defining a dissemination strategy with the objective to reach as many users as possible and in a relevant way. However, we recommend that IICBA redefine its role in the production, collecting and dissemination of information in relation to an overall revision of its role and strategy. If IICBA would decide to fully focus on capacity building in teacher training, the strategic question is whether a clearinghouse function is supportive rather than a hindrance to this ambition.

## 4.2

### THE CONTRIBUTION OF IICBA TO UNESCO IN ACHIEVING EFA GOALS

The evaluation question is to what extent IICBA contributes to UNESCO in achieving the EFA goals.

The six Dakar EFA goals can briefly be enumerated under the following headings:

1. Early childhood education
2. Universal Primary Education by 2015
3. Appropriate learning and life skill programmes
4. 50% more adult literacy by 2015
5. Gender equality in education by 2015
6. Improving the quality of education

Looking at the detailed inventory and analysis of the projects in annex 1 and the analysis of their results in chapter 4.1, it appears that IICBA's contribution to the UNESCO EFA goals have mainly been in the area of the sixth goal: improving the quality of education through its teacher training, distance education and ICT related activities, and through its information production and dissemination programmes. This will also have an impact upon the second goal, which is to reach universal primary education by 2015, and on the third goal, developing appropriate learning programmes. IICBA has also given attention to the fifth goal, by implementing activities to support gender equality in education.

We may conclude that IICBA's programmes and activities are in line with and supportive of 4 of the 6 EFA goals. Its contribution is modest at the same time. To attain EFA goals, it is estimated that more than 5 million teachers will have to be trained in Africa till 2015. This is an enormous task that will require vast institutional, human and financial resources throughout Africa. IICBA is focusing on teacher training and capacity development in teacher training. Given its present size and resources, its scope for activities is limited. It may be expected that with more clearly defined strategies and with an increase in staff and resources, it will be able to contribute more substantially to the EFA goals.

## 4.3

### CONTRIBUTION TO UNESCO'S OVERALL DECENTRALIZATION STRATEGY.

The evaluation question is whether IICBA has reinforced UNESCO's overall decentralization strategy by providing a better and timelier response to the needs of Member States.

The creation of IICBA in Africa has certainly contributed to the objectives of the decentralisation strategy of UNESCO. IICBA can be considered as the ears of UNESCO in the African market, and it has the potential to identify regional needs.

However, IICBA's creation has not been fully and wholeheartedly supported by the relevant departments in UNESCO headquarters and by UNESCO institutes that are active in the same field of activities at the global level. The creation of IICBA is considered as the result of political pressure to have a UNESCO institute in Africa, rather than resulting from a well-developed management strategy that defined which programmes and activities of UNESCO should be implemented by IICBA in Africa.

As a consequence, IICBA is largely ignored as a regional instrument for the identification, planning and implementation of UNESCO major programmes. This is reflected in the limited communication between HQ and IICBA on major programmes and projects, and in the limited amount of financial and human resources made available to it. It is also reflected in the delay that has occurred in the appointment of a new director. This position is vacant since January 2004. One result is that IICBA does not have sufficient capacity in important areas like the mobilisation and acquisition of extra budgetary funds. From HQ point of view, IICBA consumes financial resources that would otherwise have been available to the mainstream programmes defined at HQ level, and over which it now has no control.

UNESCO's decentralisation strategy is limited to having institutions and offices in the African region. They have a large degree of autonomy in deciding upon their programmes and activities, but they have not been given autonomy in running administrative, financial and human resources affairs. According to our interviewees, the UNESCO Institutes have not been sufficiently consulted by the Bureau for Strategic Planning on the design of the decentralisation strategy. A more profound decentralisation strategy would consist of centralized policy making and strong guidelines for the decentralized identification of regional needs, and the planning and implementation of programmes by the regional institutions. UNICEF largely follows this model. Each UNICEF office makes a 5-year plan locally in consultation with local agencies based upon centrally proscribed guidelines. This plan is presented to the Board of UNICEF, and implemented by the local office. It is reviewed after 2,5 years. This approach includes regional autonomy in financial management of centrally allocated budgets, with financial control and auditing after the implementation of activities instead of pre-implementation control and approval procedures that are present practice in UNESCO.

At present, the decentralisation practice of UNESCO has gone halfway between a fully centralized system, in which the institutes would represent a regional extension of a Division at UNESCO HQ, and a fully decentralised system. In the latter system, the institutes would operate autonomously in defining their programmes and deciding upon their budgets within centralized overall policies and budget allocations. In the present situation, IICBA has a Governing Board that proposes programmes to the Executive Board of UNESCO for approval. UNESCO HQ controls staff allocations, approval of expenditures for each budget item, and approval of acquired funds from other donor agencies. The budget of IICBA is an integral part of the overall UNESCO budget, resulting in micro-management of IICBA by UNESC HQ. IICBA cannot even monitor its own account properly, as it is not connected to the FABS system due to poor communication facilities in Ethiopia.

The result of this situation is that much time is required for financial and administrative approval and that IICBA quite often cannot plan the timing of its activities. The evaluation question, whether the decentralization strategy has resulted in a better and timelier response to the needs of the Member States, can partly be answered positively as IICBA is in a better position to identify regional needs. But the decentralization strategy has not gone far enough to provide the services efficiently, and the limited resource allocation allows only for modest effectiveness.

## CHAPTER 5 QUALITY OF COORDINATION

### 5.1

#### THE EFFECTIVENESS OF COORDINATION AND INTERACTION WITH HEADQUARTERS, THE INSTITUTES AND FIELD OFFICES

The evaluation question is to assess the effectiveness of coordination and interaction with Headquarters (notably with the Divisions of the Education Sector), the Institutes and Field Offices.

Coordination of IICBA's activities with HQ takes place at the formal level of the Executive Board and General Conference, that receive and approve proposals on the policies and activities of IICBA and approve budgets allocated by HQ.

The Director of IICBA communicates with the DG of UNESCO and with the ADG Education, but there is no explicit line of command between them, as the Director formally reports to the Governing Board of IICBA.

Although there are regular contacts between the Director and staff members of IICBA with staff at UNESCO HQ, notably with the Higher Education Division, there is no explicit coordination at the planning and implementation level between IICBA and the Divisions at HQ. In the present situation, IICBA is not an implementing regional agency directly under the management of a HQ Division, as it has its own Governing Board. One result is that the HQ Divisions feel that IICBA is not instrumental to the implementation of their programmes, and that IICBA may engage in activities that are irrelevant to HQ programmes. Another result is that IICBA feels neglected by HQ and not supported in the activities it implements in Africa. One complaint of IICBA is that HQ does not respond to its proposals and requests and strategic plan 2005-2008. Also, IICBA is not asked by HQ to play a role in programme implementation in Africa. And the knowledge about IICBA at HQ level is very limited. One impression we heard is that IICBA has only a few staff members, no premises and not many activities. In fact it has a total staff of 29, two offices in Addis Ababa and a large number of past and present activities. The least that seems required is that the HQ Division, IICBA, BREDIA and the cluster office improve their coordination in Africa. It is felt however that more structural changes will be required for both IICBA and HQ to function together more efficiently and effectively.

Coordination with other UNESO Institutes is limited and not systematic. There is a lack of a defined division of roles and responsibilities between the Institutes, and they compete with each other for scarce UNESCO resources.

IICBA feels that it has been considered as a competitor in Africa of UNESCO Institutes that operate globally. IICBA's activities partly overlap with the programmes of other Institutes, and there are no clear agreements on cooperation and task division. In its initial phase, IICBA was especially considered as a competitor of IIEP. The original idea behind IICBA was that it would create capacities in educational planning in Africa, and work as the regional IIEP institute. As IIEP did not accept this decentralized approach, the first Director of IICBA managed to get out of this conflicting situation by agreeing with the different stakeholders that IICBA would focus on teacher training rather than on educational planning.

We were urged by important stakeholders in Addis Ababa (USAID and AU) to press for a re-evaluation of IICBA's mandate. There is an urgent need for capacity building in educational planning at the central, regional, district and school levels. IIEP will not be able to address this need as it focuses on high-level training in Paris. IICBA would be in a good position to assume this as a central task next to teacher training. It could develop short courses and implement them in African countries with the financial assistance of donors. We recommend that this issue will be taken up in the forthcoming evaluation of IIEP. Of special importance is to look at opportunities for better cooperation and work division between IIEP and IICBA. One scenario is that IIEP focuses on high level training in educational planning in Paris and IICBA focuses on middle level training in African countries, whereby IIEP acts as a resource centre for IICBA. A regular staff supply from IIEP to IICBA should be considered (e.g. 3 staff members assigned to IICBA) to develop a joint programme in training in educational planning that is relevant for African countries.

Coordination with the UNESCO Field Office in Addis Ababa is satisfactory, especially since IICBA is located at the ECA premises where the Field Office is also located. There is for example a very good cooperation in the field of the development of HIV/AIDS materials.

## 5.2

### THE QUALITY OF PARTNERSHIPS WITH OTHER RELEVANT ENTITIES

The evaluation question is to assess the quality of partnerships with other relevant entities.

IICBA has established partnerships with teacher training institutions in between 15 to 20 countries in Africa to implement the new initiatives and approaches in teacher training<sup>1</sup>. The quality of the cooperation varies, depending on the availability of staff and funds to actively cooperate with these partners. This has been analysed in more detail earlier in the report and in Annex 1.

IICBA has also established many partnerships with providers of teacher training materials and systems.

An interesting connection exists with the African Virtual University of Nairobi. This institution is implementing teacher-training programmes in 10 East-African countries with

<sup>1</sup> IICBA's partners include: USAID, USAID BESO Project, SIDA Swedish Embassy, UNICEF, Embassy of Japan, African Union, FAWE, Open University of Tanzania, World Bank, African Development Bank, African Capacity Building Foundation, Association of African Universities, African Virtual University, African Academy of Languages, University of Montreal, University of South Africa, University of Pretoria, University of Umea, Sweden, IGNOU, the Commonwealth Secretariat and Association for the Development of Education in Africa (ADEA)



funds from the AfDB of \$ 10 million, with a focus on distance education and use of ICT. IICBA was presenting its capacities in ICT and distance education on a meeting on this project in Tunis in June 2005, with the objective to potentially acquire a supporting role in the project.

# 6 FUNDING PATTERN AND QUALITY OF ORGANIZATIONAL MANAGEMENT

## 6.1

### FUNDING PATTERNS, MECHANISMS AND EMERGING RISKS TO SUSTAINED INSTITUTIONAL CAPACITY AND VIABILITY

The evaluation question is to analyse the funding patterns, mechanisms and any emerging risks to sustained institutional capacity, and viability.

IICBA has a regular budget allocated bi-annually from the overall UNESCO budget of around \$ 2 million biannually. IICBA itself defines the allocation of this budget to different budget lines and sends it to HQ for approval. The budget lines are coded in HQ Bureau of Budget, and IICBA then requests HQ to make fund reservations accordingly. IICBA informs HQ on its expenditures per budget line, HQ makes the disbursements based on the original documents that IICBA sends every month to Paris, and deducts these amounts from the IICBA account. It shows that the financial administrative system is fully centralized and that IICBA's financial administration is fully integrated in the overall UNESCO financial administrative system. IICBA has no direct access to its own account and cannot on a daily basis monitor its financial situation.

As we noticed earlier, the decentralisation strategy of UNESCO has gone only halfway in establishing institutions outside Paris, without decentralising the financial management. This results in inefficient and time consuming procedures and delays in programme implementation. One extreme example is that IICBA had to wait one year for the approval of HQ for the acceptance of a grant of SIDA. More common problems are to be found in the approval procedures that have to be followed for required expenses, and in the inflexibilities in the predefined budget.

Of the regular budget of IICBA, 55% goes to salary and staffing costs, 20% to office running costs, and 25% to program implementation costs. In general there is little regular budget available for program implementation (around \$ 250.000 per annum), and the acquisition of extra budgetary resources is of crucial importance for IICBA to implement programs and to have an impact.

We heard two different views on the budget available to IICBA. The most frequent view is that IICBA has a large mandate and that it will only function effectively when it is provided

with a commensurate higher budget. One example is the role that has been assigned to IICBA by the Executive Board of UNESCO in April 2005. IICBA is expected to take a leading role (together with the Education Department at HQ and BREDIA) in the Teacher Training Initiative of UNESCO for sub-Saharan Africa. However, no additional funding has been allocated for this purpose. Another view, heard only once but not less relevant, is that IICBA should live with the budget made available, and increase its own efficiency by much more streamlining its activities and scaling down on the large number of projects and initiatives in which it is now engaged and that are diluting its funds and human resources.

The limited financial resources have an impact upon the availability and stability of the staff at IICBA. IICBA has only one international UNESCO staff in Addis Ababa, namely the deputy director. There is also an international UNESCO expert at the IICBA node in Dakar, and there are three international experts put at the disposal of IICBA by their respective countries. There are 8 other UNESCO fixed term staff that are locally recruited, and 4 other project officers paid from project funds. For its programme management, IICBA would need a higher number of international UNESCO staff. The remainder of the staff is locally recruited through service contracts (with a maximum duration of one year and some benefits) and special service agreements (maximum duration up till 11 months, no benefits). Their employment by IICBA does not provide for high job security, as it is highly depending upon extra-budgetary funds being available for the implementation of programmes.

Recommendations to improve upon the funding patterns and mechanisms in view of IICBA's sustained institutional capacity and viability would include: decentralisation of the administrative financial management to IICBA itself with proper accountability mechanisms in place (control afterwards and not in advance of expenditures); allocating sufficient international UNESCO staff, and allocating a regular budget commensurate to clearly predefined tasks.

## 6.2

### ACQUISITION OF EXTRA-BUDGETARY RESOURCES AND THEIR ALIGNMENT WITH STRATEGIC OBJECTIVES OF UNESCO

The evaluation question is to assess the process by which extra-budgetary resources are sought and obtained and to what extent extra-budgetary funding is aligned to the strategic objectives of UNESCO.

The extra-budgetary resources are sought on the one hand by submitting proposals to UNESCO's extra-budgetary funds. IICBA has gradually developed a better understanding of the criteria and conditions of UNESCO's extra-budgetary funds and of the procedures to submit proposals for approval. In this way it has been able to secure additional funds for its programs. Donors who allocate funds to UNESCO create UNESCO's extra budgetary funds. The funds may be for specific purposes, like the support of the USA for post-conflict areas. UNESCO allocates the funds to specific programmes and projects. For 2006-2007, the Education Department expects to receive some \$ 84 million extra budgetary funds.

On the other hand, IICBA has actively sought contacts with the international donor community to get support for its programs with positive results in that it could roughly double its regular budget (with the inclusion of the extra-budgetary funds from UNESCO). The list with contributions, as far as we could infer them from the documents we have, from donor agencies includes the following contributions:

Agency	Amount \$	Purpose
USAID	1,400,000	Teacher Training 2001-2005
SIDA	120,000	UMEA/CPI Project 2003-2004
UNAIDS	250,000	Activities 2002-2003 through IIEP
Japanese Trust Fund	226,000	Distance education and ICT
Japanese Trust Fund	50,000	Education and Economic Development
World Bank	72,500	Study tour to Thailand and Malaysia
Norwegian Government	125,000	Multigrade project 2000-2001
Swiss Government	60,000	
AfDB	26,000	Nomadic Education

A limitation of the bilateral agencies represented in Ethiopia is that they usually allocate funds for national activities in Ethiopia only, with the result that the implementation of programs has been skewed towards Ethiopia. This tendency has been strengthened by the fact that the majority of the IICBA staff is of Ethiopian nationality. In the beginning of IICBA's operations, several programs were developed in the Amharic language that could not immediately be applied in other countries without translation in English, French and Portuguese.

One emanating institutional risk is that other African states perceive IICBA as not sufficiently working in their interest, which undermines its regional credibility and motivation of African governments to support IICBA.

The Swedish and the Netherlands embassies have now referred IICBA to their respective headquarters for fund raising, because they operate on a national basis and IICBA seeks support for regional activities. In practice, this results in much more difficult communication between IICBA and these donors.

The financial integration of IICBA's activities in the budget of UNESCO requires that IICBA requests the approval of HQ Bureau of Budget and the Department of the Comptroller for the use of funds that donors are willing to provide to IICBA. The Legal Department and the Department of External Affairs also have to approve the Memorandum of Understanding that is made by the donor and IICBA on the use of the funds. This has sometimes resulted in considerable delays in program implementation, as the HQ did not quickly respond to IICBA's requests for approval. This was the case with the contribution of SIDA of \$120,000, which took HQ about one year to approve. It has also refrained a donor from supporting IICBA, as it was suspicious of a service charge that HQ imposes upon externally acquired funds (in practice this is no longer the case for IICBA as the service charge is refunded by HQ to IICBA).

The strategic alignment of IICBA's activities with the strategic objectives of UNESCO has been discussed before. The extra budgetary funding is sought to implement the programs of IICBA. In general they have been designed to support the strategic objectives of UNESCO.

### 6.3

#### THE QUALITY OF ORGANIZATIONAL MANAGEMENT AND THE IMPACT OF FUNCTIONAL AUTONOMY

The evaluation question is to examine the quality of organizational management and the impact of the extent of functional autonomy.

IICBA has a Governing Board that convenes at least once a year to decide on the strategies and budgets to be proposed to the Executive Board of UNESCO and approval of the General Conference. The formal management arrangement within the overall structure of UNESCO is that the management of IICBA reports to the Governing Board of IICBA, which in turn reports to the Executive Board of UNESCO. This structure reflects the functional autonomy of IICBA.

At the level of the HQ Divisions, this structure is not always highly appreciated. They cannot directly control the programs and activities of IICBA, which are financed from the financial resources for which they feel responsible. There is communication with the Director of IICBA and the HQ Divisions, but there is no line of command between them.

One solution would be to place IICBA under the direct control of a Division in the Education Sector and to consider it as a regional branch for the implementation of mainstream programs of the Division. This solution would be against the trend in UNESCO towards decentralization, and it would certainly meet with resistance from the Governing Board of IICBA and the member states in Africa, as they are in favour of a higher degree of autonomy and decentralization.

Another solution therefore would be to increase the autonomy of IICBA within strongly centralized policy conditions, increase its budget and staff allocations, and decrease program implementation and staff at HQ level. In this way a better response to regional needs could be reached. This model would be in line with the approach that is frequently followed in the management of globally operating business companies (e.g. the slogan of HSBC bank: "The World's Local Bank")

The quality of the management by the Governing Board of IICBA needs improvement. It is sometimes difficult to motivate board members to come to the meetings. They are generally high-level officials with many obligations and not necessarily familiar with the subject of IICBA. There is now room to look for somewhat more specialized board members, as the duration of the nomination of a number of members is coming to an end in the near future.

IICBA had a director from its inception in 1999 till January 2004, after which the post has been vacant. The former director has been highly active in placing IICBA on the African map and in defining its strategy, resulting in a focus on teacher training development. The director was also successful in the acquisition of extra budgetary funds for IICBA programs. Since January 2004, the deputy director has been charged with the overall management of IICBA. It implies that he is responsible both for all external relationships including fund raising, and for internal management of the staff and activities of IICBA. The overall assessment is that it is difficult to combine these two main tasks successfully. At present, much time is devoted to external relationships, and not enough time is available to pay sufficient attention to internal staff cooperation and streamlining of IICBA activities.

In the assessment of the evaluator, IICBA is engaged in too many activities in relation to its limited number of staff and financial resources. Also, staff is too much working in isolation from each other. More management attention should be given to the question in which areas IICBA has the best opportunity to be successful and have an impact. Formally, there are monthly staff meetings for each of the three main programmes, and quarterly general staff meetings. However, several staff members expressed the need for more frequent staff meetings and participatory decision-making in defining strategic choices for IICBA. The Strategic Plan 2005-2008 represents a first good step in this direction, but it is still not enough focused, and the distribution of the activities over three programmes poses questions about its logic. It would seem that the programme for Research and Advocacy could be combined with the programme for Knowledge Management and Distribution, at the same time weeding out the non-viable activities.

IICBA manages its activities through the central office in Addis Ababa and two regional nodes, one in South Africa with the University of Pretoria with one part time staff, and one in Senegal with two staff members located in BREDIA. The two nodes provide supporting services for the preparation and implementation of programs in respectively the Southern African and Western and Central African regions. In general, the two nodes provide important support in identifying relevant programs and partners for IICBA to work with and in logistical support. At the same time, in view of the large area and number of countries they should serve, their capacity is limited.

The decision to place IICBA in Addis Ababa was probably based on the consideration that the ECA and AU are located in Addis and that this would provide added value to IICBA and its regional operations. In practice, the agreed upon Ethiopian support in the provision of proper office and communications facilities has been slow in forthcoming, with the result that at present IICBA is housed in two different locations (one low standard office in the ECA premises and one office in the Ministry of Education). This is an undesirable situation for staff communication and working together. Also, because of Ethiopian communication regulations, IICBA cannot access the FABS system of UNESCO, which hampers its administrative efficiency.

These factors and the earlier mentioned tendency to bias activities taking place in Ethiopia might pose the question to reconsider the most appropriate location of IICBA in Africa.

# CHAPTER 7 FINDINGS AND RECOMMENDATIONS

## 7.1

### RELEVANCE TO UNESCO'S PROGRAMME PRIORITIES

#### *Main findings*

In general the programmes, projects and activities of IICBA are relevant within the overall context of UNESCO's education programmes and EFA goals. This holds especially for the priorities of UNESCO's Medium Term Strategy 2002-2007, and the Africa Regional Strategy 2002-2007. IICBA has contributed to the strategic objective II, improving the quality of education by diversifying content and methods, and strategic objective III, promoting experimentation, innovation and diffusion, sharing of information and best practices and by promoting policy dialogues.

IICBA contributed more specifically to the Africa Regional Strategy by its focus on teacher training, distance education, ICT development in education and the production and dissemination of educational materials including HIV/AIDS materials. These activities support the regional strategic objectives for Africa of training qualified teachers, improving and diversifying the content and methods of education, and developing effective preventive strategies in education.

Recently, the Executive Board of UNESCO approved the Teacher Training Initiative for sub-Saharan Africa 2006-2015, in which IICBA figures as the institution for its planning, monitoring and evaluation together with BRENDA under the leadership of the Division of Higher Education at HQ. IICBA's experience in the area of teacher training will in principle allow it to play an important role in this programme.

An issue for evaluation is the question in how far programmes of IICBA have explicitly been designed to support UNESCO policies and priorities. The latter are characterized by high-level indications of areas of intervention and goals. They have often not been translated in specific programmes to be implemented by which agency and results to be reached. This allows for easy justifications to implementing institutions for their autonomous choice of activities: it always fits somewhere. We found that in the first years of IICBA's existence, the relationship between UNESCO priorities and IICBA activities did not receive much explicit attention. This only improved in the Strategic Plan 2005-2008, where UNESCO's strategic objectives and the Teacher Training Initiative have been explicitly presented and IICBA indicates where it expects to contribute. However, this process of explicit alignment is in an initial stage only and needs much more attention. There is no satisfactory programme

management structure in place to ensure its implementation, either at HQ or in IICBA (in particular through the Governing Board).

### ***Recommendation***

For its future strategy development, IICBA should analyse the main programmes and priorities as approved by the Executive Board of UNESCO, make a focused selection of the priorities it wants to support, and translate this in a limited number of programmes IICBA will want to pursue. The selection from among UNESCO priorities and the definition of IICBA main programmes should be based on an extensive justification, which will point at the needs in Africa and the experience and capacities of IICBA. Similarly, IICBA will justify the selection of projects and activities under each of its programmes, and indicate explicitly in which way this project or activity is relevant in the context of the selected UNESCO priorities, and what it will contribute to its realization in practice. In this way, IICBA will be able to bring the number and type of projects of IICBA better in line with its staffing and financial capacities (however small or big they are). This will also allow it to enhance the relevance of IICBA's programmes and projects for UNESCO's priorities and goals.

## **7.2**

### **RESULTS IN RELATION TO IICBA'S OBJECTIVES**

#### ***Main findings***

We have looked at IICBA's results from the perspective of its contribution to teacher training development, and its contribution to the exchange of relevant information.

IICBA has implemented a number of substantial teachers training development projects, focusing on new methods of distance education, use of ICT and teaching methods. There were successes in project results. New courses were provided and in a limited number of cases also institutionalised. There were also some failures due to the lack of proper feasibility identification and lack of attention for the institutional requirements. IICBA gained much experience in the field of teacher training institutions in Africa. It has developed a wide network with these institutions. IICBA's role has been that of a broker between course providers and African institutions interested in experimenting with new approaches. It has however focused too much on course implementation and not enough on capacity building. The latter would mean designing development strategies with teacher training institutions defining their programmes and requirements for organisational, human resources, infrastructural and financial conditions, to guarantee the successful and sustainable implementation of new and existing approaches in providing teacher training. In this way several projects had an ad hoc character. Also, about half of the projects were implemented in Ethiopia only. IICBA realizes these shortcomings, and it wants to move away from content provision to capacity building, and it wants to operate throughout Africa.

IICBA's results in the exchange of relevant information was analysed from its activities under its research and advocacy programme, and under its knowledge management and distribution programme.

For the first programme, we found that this represents widely varying activities, largely focused on developing new products (assessment systems, multigrade education, learner



centred materials), with either poor project progress or lack of dissemination strategies for further implementation. We have doubts whether IICBA should invest its scarce energies in product development, as there are institutions that are much better equipped for this purpose. IICBA should rather focus on policy and capacity development in teacher education, and not on the development of new products and their dissemination to potential users.

For the second programme, we found that IICBA both produced and collected information materials for teacher training development, which have been made available through documents, CD-ROMS, video's and films and through the improved website of IICBA. Target groups are teacher training institutions, schools and education policy makers. The newsletter, HIV/AIDS materials and other technical papers are distributed through targeted mailing lists. However, staff at IICBA feels that dissemination strategies have an ad hoc character or are sometimes lacking in relation to specific products. Here again, our view is that IICBA should not focus on the production and dissemination of materials but on policy development and capacity building in teacher training provision.

### ***Recommendations***

IICBA should strengthen its ideas and strategies on capacity building in teacher training institutions, and also focus on policies for teacher training development. A capacity building strategy should in any case precede or go hand in hand with the implementation of new courses and related activities.

IICBA should reconsider the activities classified under the two programmes 'research and advocacy' and 'knowledge management and distribution'. These two programmes provide IICBA with the character of a production and clearinghouse, in both of which it has not produced significant results. IICBA should from now on sharply refocus on capacity building in teacher training institutions, serving as the key delivery mechanism for the Core Initiative on Teacher Training in sub-Saharan Africa. This is a strategic priority for the Education programme and for UNESCO as a whole, and should become the main task of IICBA in the foreseeable future.

IICBA will also have to identify financial resources that are not bound to Ethiopia. The recent successes in acquiring extra budgetary funds from UNESCO are a step in this direction. In practice it implies that donors offices represented in Addis Ababa may not be the best entrance point to acquire funding for projects outside Ethiopia, and much more contact will be needed with the head offices of the donor agencies worldwide. If IICBA is to provide services for many African countries, and if it is to play a key role in the Core Initiative on Teacher Training in sub-Saharan Africa, funding by UNESCO alone will not be sufficient and a dedicated effort needs to be made to build a coalition of donors.

It is also recommended to reconsider the location of IICBA in Addis Ababa and Ethiopia in view of the limited access to required human resources, the poor communication facilities, and the substandard office provision by the Government of Ethiopia.

## 7.3

### RESULTS IN RELATION TO EFA GOALS

#### ***Main findings***

We found that in general terms IICBA contributes to 4 of the 6 EFA goals. This contribution is modest in view of the requirements in Africa to meet these goals. Its present staffing and resources are too limited for IICBA to play a prominent role. Significant funds for teacher training development in Africa have been allocated to other agencies than IICBA, as for example the \$ 10 million AfDB project involving the African Virtual University in Nairobi.

#### ***Recommendation***

To increase the contribution of IICBA to reaching the EFA goals, a first priority is to develop a renewed vision on the role IICBA should play, the strategy it should follow and the programmes it should implement. A logical and relevant strategy would be to consistently focus on the Initiative on Teacher Training in sub-Saharan Africa. From this, inferences should be made on human resources and financial requirements. Plans should also be developed on the provision of human resources, including options of secondment policies among UNESCO education institutes, including IIEP, UIS and BREDIA. Special attention must be given to the subject of educational planning: it should be decided whether this subject presents a logical theme for IICBA when it will focus on its role in the Teacher Training Initiative. If the answer is positive, it is recommended that IIEP develop a programme for this purpose together with IICBA. It would imply that IIEP staff would regularly work with IICBA in programme development (e.g. 3 part-time or permanent staff).

## 7.4

### RESULTS IN RELATION TO UNESCO'S DECENTRALIZATION STRATEGY

#### ***Main findings***

The establishment of IICBA in Africa may be perceived as a step in the context of the decentralisation strategy of UNESCO. It did not imply a transfer of tasks from HQ to IICBA, but IICBA is closer to the African region than HQ, and it is therefore potentially in a good position to identify regional needs. It is however questionable whether this leads to a timelier response to African needs. The decentralisation has been limited to the establishing of IICBA, and IICBA is fully integrated in the administrative and financial system of UNESCO HQ. It implies that IICBA has to follow all centralized procedures before it can take any action.

IICBA received its own mandate upon its establishment. This was not accompanied with a transfer of tasks, personnel and funds from HQ. In this sense it was not a real decentralization of activities from the centre to the region. IICBA's establishment was a result of political pressure rather than based on a management decision on the regionalisation of UNESCO programmes. However, IICBA consumes a part of the regular budget of UNESCO, and programme managers at HQ may have felt that they lost a part of their funds and over which they had no longer control. The result is that in the beginning of its existence IICBA was created without much support from the staff at HQ, with a small budget, having to find its own way and means of existence.

#### ***Recommendations***

Assuming that UNESCO seriously supports the idea of decentralization, a more profound decentralization strategy should be developed and implemented.

One option is that the strategy identifies the distinctive roles of HQ and IICBA (and probably of other Institutes), define in which programme areas IICBA will have an implementing role, and allocate human and financial resources commensurate to the allocated tasks. In this case, IICBA will largely be instrumental in implementing centrally identified programmes. This will need the approval of the Governing Board of IICBA that has a role in giving orientations to its work programme. Resource allocation would also be based on results, which is part of UNESCO's present strategy.

A further step in decentralization is to follow the UNICEF model, providing a large degree of autonomy to IICBA in identifying its own programmes and activities based on regionally identified needs, within the context of centralized policies and guidelines. Creating administrative and financial autonomy will further strengthen decentralization. In this case, IICBA will directly manage its own budget and accountability will be guaranteed by proper auditing mechanisms. (We understand that this recommendation will probably not be implemented for the time being: UNESCO's Strategy on Institutes is clear that the overall coherence of the programme of education Institutes is the responsibility of the ADG/ED. It took four years to establish this principle, and any effort to renegotiate this may meet with considerable resistance at HQ).

## 7.5

### QUALITY OF COORDINATION WITH HEADQUARTERS, INSTITUTES AND FIELD OFFICES

#### *Main findings*

At the formal level the coordination between IICBA and HQ has been properly arranged in IICBA's statutes. Also at the administrative level, the coordination is clearly defined, although this poses problems for the timely execution of activities, as a result of time-consuming procedures between IICBA and HQ. At the operational level there are no clear lines of command and communication, and there is no clear division of tasks and responsibilities between IICBA, the Education Division and other Institutes.

There are efforts however to improve upon this situation. In the case of Major Programme I, the Director-General has revived the Education Programme's Coordinating Group on EFA, in which Directors of Institutes participate. There is also the Principle I/8 of UNESCO's Strategy, which stipulates that Directors of UNESCO institutes shall be placed under the direct authority of the relevant Sector SDG, through whom they report to the Director-General. These principles are however not yet fully translated in managerial practice.

#### *Recommendation*

To improve the coordination of activities, UNESCO would have to define the distinctive tasks between the Education Division, IICBA and other Institutes in the implementation of UNESCO programmes. Overlapping of tasks should be avoided. This recommendation is supported by UNESCO's Strategy on Institutes (171 EX/18), which delegates oversight of the Education programme to the ADG/ED, and which principle should be fully applied and supported by the proper coordination mechanisms.

## 7.6

### FUNDING PATTERN AND QUALITY OF ORGANIZATIONAL MANAGEMENT

#### ***Main findings***

The Executive Board of UNESO allocates IICBA's regular budget biannually. It is fully integrated in the UNESCO administrative system, which calls for the application of the time consuming administrative procedures of UNESCO as has been demonstrated in the report. The regular budget is limited, resulting in limited staffing and staff instability, as recruitment of staff is partly depending upon extra budgetary resource acquisition for programme implementation.

#### ***Recommendation***

Recommendations to improve upon the funding patterns and mechanisms in view of IICBA's sustained institutional capacity and viability, would include: decentralisation of the administrative financial management to IICBA itself with proper accountability mechanisms in place (control afterwards and not in advance of expenditures); allocating sufficient international UNESCO staff, and allocating a regular budget commensurate to clearly predefined tasks. A condition would be that IICBA improves its efficiency by refocusing its activities towards the Initiative for Teacher Training, and streamlining and scaling them down avoiding the dilution of funds and human resources. Another condition would be that IICBA shows good results in implementation of its programmes, and is able to attract sufficient extra budgetary resources.

## 7.7

### ACQUISITION OF EXTRA-BUDGETARY RESOURCES

#### ***Main findings***

IICBA has been relatively successful in acquiring extra-budgetary resources for its programmes and projects both from donor agencies and the UNESCO extra budgetary fund, somehow matching its regular budget. A limiting factor for implementing activities in Africa has been that donors present in Addis Ababa usually allocated funds for Ethiopia only, which partly explains the bias towards projects undertaken in Ethiopia. Another issue is that fund acquisition presupposes a very active effort by the director and programme managers of IICBA. With the director awaiting nomination, IICBA is vulnerable to lacking the proper capacities for this purpose. On the other hand, the programme managers of IICBA have acquired more skills in submitting proposals for extra budgetary funds from UNESCO.

#### ***Recommendation***

The capacity of fund raising is a core competency for the management and staff of IICBA. .

IICBA will have to identify donors willing to support Africa-wide programmes, which implies seeking assistance outside the donor community in Addis Ababa. The entire extra budgetary funding structure of IICBA must be reviewed. The support of AfDB and World Bank is very limited. IICBA needs a boost in public relations with the donor community, which it can only achieve by increasing the trust in its programmes and building up confidence in its results, and this can probably only be achieved by clearly focusing on the Initiative for Teacher Training in sub-Saharan Africa.

## 7.8 ORGANIZATIONAL MANAGEMENT

### *Main findings*

The formal management system within UNESCO has been described and assessed above. IICBA is a functional autonomous organization in the sense that its Board defines its programmes, activities and budget within the framework of the Statutes and of the general policy of UNESCO. The Board submits a report on the Institute's activities through the Executive Board to the General Conference.

There is scope for improvement on the quality of IICBA's Governing Board, as members are not in all cases familiar with the subject matter and have other important duties. This should at least lead to a review of the current membership.

There is also scope for improvement of the management of IICBA, first of all by nominating a director, and secondly by providing better guidance to the internal process of decision making on programme priorities, based on intensive staff involvement. At present, there are many activities in IICBA's budget, which would seem to need considerable downscaling with a view to using human and financial resources as effectively as possible. Also, the cooperation between staff members needs attention, at present there are several projects that are implemented in isolation and staff are not sufficiently aware what others are doing.

### *Recommendation*

As soon as members of the Governing Board will have fulfilled the maximum time allowed in the Board, new members should be identified who will have a proper combination of professional qualifications and experience in the field of education and the requirements for regional and institutional representation.

The nomination of a director should be stressed again, and the present management should pay more attention to internal communication and joint programming and planning with the staff working at IICBA. This should include trimming down the number of projects in line with a strategic reorientation of programmes, and having more staff working together on key projects in this context.

## CHAPTER

# 8 LESSONS LEARNED

IICBA has been created in the context of UNESCO's decentralization strategy with the objective to better respond to regional needs in Africa. Both IICBA's creation and that of other UNESCO institutes in different regions was also a result of political pressure on UNESCO to decentralize its activities from Paris to the regions or to specific countries.

Although the creation of IICBA satisfied the external political demands, the decision to establish IICBA as an institute of UNESCO was not accompanied by adequate management decisions on the definition and division of tasks between HQ and IICBA and other UNESCO institutes. In general, HQ Departments and Divisions did not decentralize part of their tasks and activities to IICBA and other institutes. As a result, there is limited coordination and cooperation between IICBA with HQ and other institutes in the planning and implementation of its programmes.

The decentralization of UNESCO activities to regional institutes including IICBA, was not accompanied by a decentralization of administrative, personnel and financial management responsibilities. The institutes are micro-managed by HQ and treated as units that are part of the HQ in Paris, which limits their flexibility in implementing programmes and leads to inefficiency in their daily management.

Now that IICBA and other institutes have been established, and UNESCO wants to improve upon its decentralization strategy, far-reaching decisions need to be taken on the respective roles of HQ and the institutes, their task division and on the realization of decentralized administrative and financial management of the institutes. This must be accompanied by allocating budgets and human resources that match the redefined tasks of the institutes and of HQ.

## ANNEX 1

## ANALYSIS AND EVALUATION OF IICBA PROGRAMMES AND ACTIVITIES

In its Strategic Plan 2005-2008, IICBA has selected three key programmes to achieve its goals. In the same document, IICBA allocates each past and present project and activity to one of the programmes. In earlier documents different categories for project classification were used. For the purpose of our analysis of the projects, we have used the classification of the Strategic Plan 2005-2008. The Plan also specifies the expected results for each programme.

From the documents we have and the interviews, we have tried for each project and activity to define its title, objective, timing, inputs, results and relevance. The list is not completely presenting all past and present IICBA projects and activities as we could not in all cases collect the required information.

**PROGRAMME I: RESEARCH AND ADVOCACY**

Expected results:

1. Research on Teacher Education in Africa conducted and disseminated to all African member states by 2008.
2. Awareness raised of teacher education issues and innovative approaches at policy level in at least 20 African countries, and within AU and NEPAD by 2008.

*Project: Development of Capacity Building Framework*

*Objective:* define the concept of capacity building in teacher education

*Timing:* February – August 2005

*Inputs:* one staff member part time, no additional funding

*Results:* a draft paper is in preparation

*Relevance:* the framework will guide IICBA in defining its support for institutional development of teacher training institutions in Africa. In our view the framework should be a guiding principle for IICBA in the design of its strategy for the type and content of projects it will pursue. Such a strategy has been lacking so far.

*Project: Assessment of Science and Maths Learning in Africa*

*Objective:* to establish an item bank for national examinations in African countries, and to train teaching staff and curriculum developers in conducting effective assessments and examinations

*Timing:* the project has gone on since 2001/2, and new activities are foreseen in the period 2005 –2008

*Inputs:* at present two experts are engaged in the project for part of their time. The IICBA budget allocates \$10,000 for the project in 2005 from the regular UNESCO contribution. Additional funds of \$ 1 million have been requested to SIDA, but have not been awarded. However, SIDA provides an associate expert since 2003 who is one of the experts involved in the project.

*Results:* the project started under the supervision of the Kenyan Institute of Examinations. The idea was to collect examination papers on science and mathematics from 12 African countries, and to develop an item bank that was to be published for dissemination of advocated practices and assessment items. The Kenyan Institute was paid by IICBA. It did not provide the services in an adequate way. Also, the initial idea of a central role for IICBA as a partner of an internationally renowned assessment institution from South Africa in the implementation of international comparative assessments has not materialized. Nevertheless, IICBA continued to work on the project. An item bank for mathematics and science is now available on CD-Rom, although its quality still has to be improved. Efforts are being made to pilot test its usefulness in Ethiopia for teachers based on a needs assessment looking at existing assessment practices in 600 schools. There is not yet a dissemination strategy for the item bank. Progress on the project has been slow due to bureaucratic procedures involved in enlisting the cooperation and support of the Ministry of Education of Ethiopia. The target for 2008 is to expand the project to 12 additional countries. So far IICBA has not yet succeeded in the actual application and dissemination of the item bank.

*Relevance:* school based and national assessments are important instruments to improve the quality of education. In view of the limited results so far, IICBA should consider which priority the theme of assessment should have in its overall programmes, taking into account its limited resources at present.

*Project: Multi-grade school*

*Objective:* to develop a model on how to provide high quality education in small schools close to the children's home in sparsely populated remote rural areas

*Timing:* the project started in 1999, it was interrupted from 2001-2003, after that a pilot project was conducted in Ethiopia, IICBA has planned to disseminate the results to interested African countries in the period 2005-2008

*Inputs:* Norway provided financial support in 1999-2000, a Norwegian expert assisted in designing a model for multi-grade schools, with Japanese financial support 3 schools were constructed in 2 regions in Ethiopia for the pilot project, Norway contributed for the costs of grade 1 and 2 students. Several staff members of IICBA have contributed to the activities in teacher training and textbook development training focusing on learner centred curricula. The IICBA regular budget for 2005 allocates \$10,000 for the project.

*Results:* the project findings are being consolidated in detailed and summary reports for further dissemination and attracting the interest of other African countries and funding agencies. Norway did not provide further support among others because of the levying of a service fee by UNESCO HQ on its contribution, which Norway felt was unacceptable.

*Relevance:* the approaches that were developed in providing education in multi-grade schools are potentially of interest to other African countries that intend to improve educational supply in sparsely populated areas.

*Project: Technical paper series*

*Objective:* to launch a technical paper series with a focus on innovative approaches in teacher education, to be published annually

*Timing:* the project is newly planned for the period 2005-2008

*Inputs:* IICBA staff and consultants will be requested to write monographs on teacher education related approaches



*Results:* a first staff paper will be produced in 2005 on the Capacity Building Framework, it is planned to have at least 2 technical papers per year. A dissemination strategy has not yet been defined.

*Relevance:* the initiative is in principle relevant for teacher education in Africa and beyond, on the condition that a clear strategy on the dissemination will be developed in conjunction with the required financial means

*Project: Developing learner-centred learning materials for classroom use*

*Objective:* to develop a framework, methods and materials for learner-centred education

*Timing:* the project started in 2005, it was not yet mentioned in the IICBA Strategic Plan 2005-2008

*Inputs:* three staff members of IICBA work on it part time and \$10,000 is available for 2005 from the IICBA regular budget

*Results:* the project is in the planning stage, and work has started on a conceptual framework. Focus is on biology, physics, modern teaching methods and ICT instruction. By end 2005 a first set of materials should be available for testing in a classroom, to be presented and discussed at a seminar with teachers from all over Africa, who will also be invited to present their ideas on learner-centred methods.

*Relevance:* the project is in principle relevant for the improvement of the quality of education provision; the actual impact will depend on the quality of the materials and the dissemination strategy.

*Project: Education Planning and Economic Development in Africa*

*Objective:* to increase the knowledge of educational and economic planners and policy makers on the interrelationship between them and their fields of expertise

*Timing:* four workshops were organized in the period 2001-2003 (2001 in Maputo, 2002 in Addis Ababa, 2003 in Dakar, 2003 in Addis Ababa). Present level of activities is low, and it is not mentioned in the IICBA Strategic Plan 2005-2008.

*Inputs:* present staff inputs are limited; IICBA has \$10,000 in its regular budget for it in 2005

*Results:* the workshops have resulted in the development of 5 modules for a Masters Degree programme. It is planned to review them in consultation with at least three education institutions and to assess the options for its application in specialized institutions.

*Relevance:* the project resulted from a request by IICBA's Interim Governing Board in 1999. It emphasized that IICBA should play a key role in linking education to economic development in Africa. We have questioned whether IICBA should focus on educational and economic planning when it claims to focus on teacher education. It would also overlap and compete with IIEP. Two external stakeholders we interviewed did not agree with this view. They stress that IICBA's statutes include educational management as one of its areas of interest, which would include educational planning. Furthermore, IICBA has a mandate for capacity building, and this is highly needed at all levels of educational planning (central, regional, district, school) in African countries. IIEP only provides high-level training at high costs, in Africa there is a huge need for middle-level and low cost training in educational planning, and IICBA should take care of that. A profound discussion and policy on the task division between IIEP and IICBA has not taken place so far. In fact we were informed that IICBA's focus on teacher education was chosen to avoid any conflicting relationship with IIEP.

## **PROGRAMME II: Education and Training**

Expected results:

- Current successful Distance Education programmes expanded to at least ten additional African countries by 2008
- Training in methods of educational materials development provided to all teacher training institutions in Africa by 2008

### *I. Sub programme: Management and scaling up of successful Distance Education programmes*

Since its inception, IICBA has been active in creating new courses at teacher training institutions in African countries, supported with staff training of the institutions. The courses focused on new methods of education provision (distance education and use of ICT in education), and on teaching in specific subjects like mathematics. The role of IICBA was mainly that of a broker: IICBA identified or was approached by resource institutions that had interesting courses on offer, IICBA identified or was approached by donor agencies offering financial support, and IICBA identified or was approached by interested teacher training institutions in African countries willing to implement a course.

In this way, the following courses were developed and implemented.

*Project: Indira Gandhi National Open University (IGNOU), Post –Graduate Diploma in Distance Education and Masters of Arts in Distance Education.*

*Objective:* to provide training in the development and application of distance education in education provision

*Timing:* the programme started in 1999 and is on-going

*Inputs:* USAID Ethiopia provided funds (\$1,400,000) for teacher education in Ethiopia for the period 2001-2005. These funds are partly used for the IGNOU programme in Ethiopia. For example, in 2005 an amount of \$65,000 was earmarked for this purpose. From its own regular budget, IICBA allocated \$ 25,000 for 2005.

*Results:* experts from IGNOU trained staff of universities in Ethiopia in distance education management and systems, and in materials development for distance education. The universities started implementing post-graduate and masters' degree programmes in distance education. So far, there were 121 post-graduate students of whom 58 graduated, and 24 masters degree students of whom 8 graduated. The Faculty of Education of the University of Addis Ababa has incorporated distance education in its programmes. IICBA has extended the training in distance education to other African countries (Liberia, Madagascar, Ghana, Gambia, Sierra Leone). We do not have detailed information on which methods were used for this dissemination and whether or not there was active support of IICBA staff in these countries. The number of graduates was limited to 3 for Liberia out of 35 participants, and no students from the other countries graduated.

*Relevance:* distance education for teacher training in principle is an important method for the provision of teachers in Africa in view of the immense needs for teachers. IICBA has not evaluated the actual impact of the training in Ethiopia, for example through a tracer study looking at whether the graduates are actually active in this field. This will also depend on the actual policies of governments in applying distance education as a system.

*Project: Umea University Diploma and Masters Degree in Teacher Education*

*Objective:* to improve the quality of teaching in the classroom

*Timing:* the project started in 2003 and is on-going

*Inputs:* for 2005, IICBA earmarked \$60,000 from the USAID contribution. From its own budget it allocated \$ 8,000. SIDA has also provided support to the project, to an amount of \$150,000. Umea is a Swedish university, and SIDA is heavily supporting teacher training in Ethiopia. (With 5 other bilateral donors Sweden created a pool of \$ 100 million for education support in Ethiopia).

*Results:* Umea developed the critical practitioner inquiry (CPI) approach in Namibia, which is a method for training teachers in improving their teaching behaviour in the classroom. The project was implemented in Ethiopia alone, 40 teacher educators from teacher training colleges, institutions and universities enrolled in the programme. The programme is implemented partly by self-learning distance education systems and partly by face-to face instruction. The Ministry of Education did not allow teacher training colleges and institutions to participate, with the result that 27 participants from the universities remained.

*Relevance:* improving the self-assessment and self-improvement capabilities of teachers in teaching is in principle important to improve the quality of education. The present project is implemented in Ethiopia alone as both USAID and SIDA only provided funds for use in Ethiopia. The license to provide the training is with Umea university, which makes for high costs of the programme and the obligatory involvement of Umea experts. Under these conditions, dissemination to other countries will be difficult.

*Project: UNISA Masters of Education in Mathematics*

*Objective:* to upgrade the quality of teaching in mathematics

*Timing:* the project started in 2003 in Ethiopia, it was not continued

*Inputs:* maths lecturers of the University of South Africa (UNISA) provided sixty hours of tutorial support at Ethiopian universities, and students received all course materials and equipment for self-study (the course was provided as a distance education course). The project was financed from the USAID support budget.

*Results:* originally 21 students enrolled in the 2-year masters programme, but the dropout rate was very high, only 4 students remained in the programme in 2004. Motivation was low among others because several participants already had a master's degree.

*Relevance:* upgrading the skills in teaching mathematics in itself is relevant for improvement of the education supply system. The project however can be classified as a failure. Apparently there had not been a proper needs assessment and feasibility study. Also, the project was only implemented in Ethiopia because of the restrictions put on the extra budgetary funds by the donor.

*Project: UNISA Advanced Certificate in Educational Management*

*Objective:* improving leadership and management competences among school principals and district education officers through a distance education approach

*Timing:* the project started in Ethiopia in 2003 in cooperation with five universities

*Inputs:* UNISA provided the training programme consisting of 5 modules. The project was financed from the USAID support budget.

*Results:* 103 student teachers registered for the programme, 89 were still enrolled in 2004 and had completed 4 modules. All 5 universities approved the programme and the course

materials were adapted to the Ethiopian context. Its sustainability is in doubt as the Ministry of Education was contemplating a competitive programme called “principalship”.

*Relevance:* for IICBA the UNISA programme is relevant as it provides an opportunity to offer educational management courses in other countries.

*Project: Skylight. Master degree in Mathematics and Science teaching*

*Objective:* to develop capacities in the teaching of mathematics and science with the use of interactive (ICT) teaching methods

*Timing:* the programme was planned to start in 2004 with the Addis Ababa University.

*Inputs:* Skylight is a programme to be adapted from the USA (Skylight Professional Development, Pearson Corporation). IICBA has bought the programme with USAID support at a cost of \$250,000.

For its implementation IICBA has allocated \$20,000 for 2005 from its USAID support funds.

*Results:* 24 students from all over Ethiopia are participating in the programme at Addis Ababa University. They receive intensive training during one week per semester.

*Relevance:* interactive teaching and learning systems per se are important instruments for the quality of education provision. However, the presently applied programme would seem too expensive for most African countries, and IICBA should rather look for low cost programme solutions.

*Project: Masters degree in Education in Information Communication Technology*

*Objective:* develop capabilities in the teaching of ICT related skills at African teacher training institutions

*Timing:* a first programme started in 2003 in Sudan, a second programme started in 2004 in Uganda, Ghana, and Ethiopia. A similar programme for the Francophone countries started in 2003 in Cameroon.

*Inputs:* Pretoria University provided its training programmes for the M.Ed- ICT training development for Sudan, Uganda, Ghana and Ethiopia. The University of Montreal provided its programmes in Cameroon. Funds were obtained from the Japanese UNESCO Trust Fund. USAID funds also contributed.

*Results:* the Sudan University of Science and Technology requested the support of Pretoria University through IICBA and developed its own system. IICBA adjusted the modules in consultation with the newly participating universities (Makerere, Cape Coast and Addis Ababa), and discussed the conditions for the institutionalization of the ICT course at the universities. We have no information whether these universities have institutionalized the course.

*Relevance:* enhancing the capacities of teacher training institutions in the application of ICT for educational purposes represents an important area of improving the quality and outreach of education supply.

**2. Sub-programme: Short-term training on methods of material development (Website, CD-ROM, video) and utilization of Electronic Library**

*Objective:* to increase skills in materials development

*Timing:* on-going

*Inputs:* this sub-programme represents a large number of activities and we do not have detailed information on inputs.

*Results:* short courses have been provided on how to create an educational video in Uganda and Ethiopia. Short courses were provided on how to make a website and CD-ROM in 6 African countries. Short courses were also given on how to use the electronic libraries and on the layout of textbooks.

*Relevance:* the development of basic skills in materials production (among others on HIV/ AIDS) may be considered as a very important factor in the provision of educational supply.

*Project: Women's educational leadership*

*Objective:* to enhance the position of women in educational institutions

*Timing:* started in 2003

*Inputs:* one staff member of IICBA works on the subject; in 2005 the budget is \$10,000 for activities.

*Results:* a manual was produced as a basis for a dialogue on policies for gender sensitive approaches teaching; at present there are not enough funds to organize a meeting to discuss the subject.

*Relevance:* the subject is relevant for the overall issue of the role and position of women in the educational system. In view of the many subjects IICBA is dealing with and its limited resources, it is questionable whether this theme should be maintained as a priority area for IICBA.

*Project: Capacity Building for EFA*

*Objective:* to improve the teaching skills for quality education and to capacitate teacher education institutions in providing quality teacher education

*Timing:* UNESCO granted two extra-budgetary allocations for the year 2005

*Inputs:* one programme for Anglophone countries received \$ 146,000. The other programme for Francophone countries received \$ 179,000. In the first programme 4 staff members of IICBA participate; the beneficiary countries are Sierra Leone and Rwanda. We did not receive detailed information on the second programme.

*Results:* the programme in the Anglophone countries focuses on skills development in materials production and the use of ICT in education. IICBA staff designed the project and submitted the proposal to UNESCO in 2004 for extra-budgetary funds. The countries were selected based on their post-conflict status. In each country 3 teacher education colleges participate in the programme. Per country there are 300 participants (100 per college) consisting of pre-service teachers, college lecturers and practicing schoolteachers. In April/May 2005 IICBA staff provided intensive training during two weeks to the 300 participants. The focus is on modern teaching methods and use of ICT in post-conflict situations. The educational system in the 2 countries has been interrupted through the internal wars. The project staff gives attention to the question of sustainability. The project funds are for one year only, and all materials and supporting equipment are provided to the institutions so that they can continue the training and download relevant materials through World Space Radio after the project has come to an end.

*Relevance:* the programme contributes to the rebuilding of the educational system in the post-conflict countries and provides new systems and methods to support the countries in pursuing the EFA goals.

*Project: Capacity Building for post-conflict countries  
(Liberia, DRC, Sierra Leone)*

*Objective:* training of teachers and educational personnel

*Timing:* 2005

*Inputs:* the US government provided \$ 91,000 for post-conflict areas.

*Results:* we did not collect detailed information on this project (some info is on p. 18/19 in Critical Review but not on implementation)

### **PROGRAMME III: KNOWLEDGE MANAGEMENT AND DISTRIBUTION**

Expected results:

- Network of African educational content providers established by end 2005 with ongoing maintenance
- Africa-wide distribution strategy developed by end 2005
- Resource centre partnerships established to develop IICBA's library by 2008
- Available educational materials on HIV/AIDS identified and made available via IICBA library by 2008

*Project:* Network of African educational content providers

*Objective:* make a list of educational content providers for distribution to teacher training institutions and ministries of education to raise awareness on materials available

*Timing:* the project has started in 2005 and will be on-going

*Inputs:* two staff members of IICBA work part of their time on the project, no additional funds have been allocated

*Results:* a list of educational content providers in Africa with a specification of the materials they have produced is nearing completion and will be published on IICBA's website.

*Relevance:* the idea is to avoid duplication of efforts in materials production. Many materials are on the market and can be used with or without adaptations. The question is whether IICBA should put its energies in this, as search machines like Google already allow access to this type of information.

*Project:* Development and distribution of IICBA's library

*Objective:* creating a virtual and real resource base for teacher education resources

*Timing:* on-going

*Inputs:* in 2005, IICBA has \$10,000 on its regular budget for electronic libraries. Three staff members provide inputs in the project for part of their time.

*Results:* next to its "classical" library with books, articles and documents, IICBA has produced a number of electronic libraries on CD-ROM. They are also available through the IICBA website. IICBA produced 8 electronic libraries (for school heads, for teacher training, on assessment, on maths and science and on HIV/AIDS). For 2005-2008, the Strategic Plan announces that IICBA will no longer produce new electronic libraries with content. IICBA will focus on a dissemination strategy for the existing electronic libraries, and on bringing together information about organizations that produce content.

*Relevance:* IICBA has focused on producing content for its electronic libraries. It did not develop a dissemination strategy and did not evaluate the relevance and usefulness of its electronic libraries. IICBA has already indicated that it wants to change its strategy and focus more on acting as a resource center than as a producer of content. In view of its scarce resources, this strategy seems to be a proper direction.

*Project: Collect and distribute HIV/AIDS materials*

*Objective: to provide information to teachers how to deal with HIV/ AIDS and on teaching children about how to prevent HIV/ AIDS*

*Timing: on-going*

*Inputs: for 2005, IICBA has an allocation of \$241,500 from UNAIDS for the development and distribution of electronic media and kits, for conducting seminars and workshops and hiring of consultants. Five staff members of IICBA devote part of their time to the production, collection and distribution of materials in HIV/ AIDS and to programme implementation.*

*Results: IICBA has produced a handbook for teachers in Amharic language that was distributed in Ethiopia, guiding teachers in how to deal with HIV/ AIDS and how to teach children about its prevention. IICBA also produced a CD-ROM and videos in different languages that inform teachers and children about HIV/ AIDS. In its Strategic Plan 2005-2008, IICBA puts more focus on the distribution and dissemination strategy of its products and on the collecting of existing materials on HIV/ AIDS.*

*Relevance: HIV/ AIDS presents a worldwide disaster and especially in Africa and for the educational system in Africa. It is estimated that one African teacher dies every five minutes as a result of it. Stemming this problem through the educational system is an important task, and fully in line with UNESCO priorities.*

*Project: Development of research database on teacher education*

*Objective: to collect and disseminate via de IICBA website research on teacher education*

*Timing: the project started in 2005 and will be on-going*

*Inputs: two staff members of IICBA devote part of their time to it, one for the content, one for the structuring of the webpage*

*Results: the project is in its initial stage*

*Relevance: IICBA wants to inform the academic community and teacher education institutions on research findings in teacher education through its website. It is closely related to the Teacher Education Network of IICBA which operates through IICBA's website and has a discussion board with subgroups from postgraduate students participating in IICBA's masters programs.*

## ANNEX 2

### Interview list

Date	Name	Position, specifications
220405	Mariana Patru	Program Specialist, Division of Higher Education, UNESCO Paris
300505	All IICBA staffmembers	Introductory meeting to the evaluation at IICBA
300505	Dr. Joseph N. Ngu	Deputy Director of IICBA
310505	Mr. Atlaw Kifle	Administrative Officer at IICBA
310505	Mr. Atsushi Matachi	Program Officer IICBA – Research & Advocacy
310505	Dr. Temechegn Engida	Program Officer IICBA – Knowledge Management and Distribution
010605	Kenth Wickmann	Senior Program Officer (Education), SIDA, Embassy of Sweden
010605	Prof. Habtamu Zewdie	Project Officer IICBA
010605	Prof. Couavi A. Léonce Johnson	Director Human Resources, Science and Technology, African Union. Chairman of IICBA Governing Board
020605	Ms. Fay Chung	Former Director of IICBA (telephone interview)
020605	Mr. Tesfaye Kelemework	Deputy Office Director, Office of Basic Education Services, USAID
020605	Mr. Aberra Makonnen	Office Chief, Basic Education Services, USAID
020605	Dr. Awol Endris	Program Officer IICBA – Education and Training
020605	Dr. Thidziambi S. Phendla	Program Coordinator IICBA at University of South Africa (Pretoria node) (telephone interview)
020605	Dr. Abdoulaye Barry	Program Coordinator IICBA at BREDa, Senegal (Dakar node) (telephone interview)
020605	Mrs. Rita M. Onwu	Assistant Program Coordinator IICBA at BREDa, Senegal (Dakar node) (telephone interview)
020605	Mr. Awad Elhassan	UNESCO Director and Representative to Ethiopia, Djibouti, Somalia and to AU and ECA
030605	Ms. Euphratus E. Gobina	Project Officer IICBA
030605	Mr. Ola Robertsson	Project Officer IICBA
030605	Mr. Ashebir Desalegn	Project Officer IICBA
030605	Mr. Paul Kontra	Project Officer IICBA



## ANNEX 3

### Key documents consulted

UNESCO International Institute for Capacity Building in Africa, Strategic Plan 2005 -2008

UNESCO Executive Board 171 EX/INF.10, Report by the Director-General on the Revised and Completed Principles and Guidelines regarding the Establishment and Operations of UNESCO Institutes and Centres (Category I) and Institutes and Centres under the Auspices of UNESCO (Category II) (28 February 2005)

UNESCO Executive Board 171 EX/8, Report by the Director- General on the Follow-up to the EFA Strategic Review and UNESCO's Strategy for the 2005-2015 period (17 March 2005)

UNESCO Executive Board 171 EX/6, Report by the Director-General on the Reform Process, Part III Decentralization (9 March 2005)

Short summary - Initiative for Teacher Education in Sub-Saharan Africa, Draft 17-09-2004

Contribution to the Report by the Director-General on the execution of the programme for the 171st session of the Executive Board, UNESCO IICBA (January 2005)

Critical Review of UNESCO IICBA 1999-2004, IICBA (27 May 2004)

UNESCO 32 C/5 Draft Programme and Budget 2004-2005

UNESCO 33 C/5 Draft Programme and Budget 2006-2007

UNESCO 31 C/4 Medium-Term Strategy 2002-2007. Contributing to peace and human development in an era of globalization through education, the sciences, culture and communication

UNESCO Medium-Term Strategy (2002-2007) for the Africa region

UNESCO Executive Board 155 EX/23, Establishment of an International Institute for Capacity-Building in Africa (8 September 1998)

UNESCO Executive Board 159 EX/20, Draft Financial Regulations of the Special Account for the UNESCO IICBA (4 April 2000)

UNESCO Executive Board 162 EX/46, Report by the Governing Board of the UNESCO IICBA on the Institute's Activities for 2000-2001 (7 September 2001)

UNESCO General Conference 31 C/REP/8, Report of the Governing Board on the Activities of the UNESCO IICBA (2000-2001) (7 September 2001)

UNESCO Executive Board 167 EX/6, Report by the Governing Board of the UNESCO IICBA on the Institute's Activities for 2002-2003 (30 July 2003)

UNESCO General Conference 32 C/REP.7, Report by the Governing Board of the UNESCO IICBA on the Institute's Activities for 2002-2003 (4 August 2003)

UNESCO General Conference 32 C/58, Amendment to the Statutes of the UNESCO IICBA (8 August 2003)