UNESCO

United Nations
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pour l'éducation,
la science et la culture

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科学及文化组织

Evaluation of the UNESCO
International Institute for Educational Planning

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EXECUTIVE SUMMARY

Background

The International Institute for Education Planning (IIEP) was established in 1963 to strengthen the capacity of Member States to plan and manage their education systems. It is one of eight UNESCO 'category one' institutes and centres in the field of education. These decentralised UNESCO bodies are expected to contribute to the objectives and priorities of UNESCO's education programme through offering training, research, technical assistance and other services to Member States, partners, and to the network of UNESCO field offices.

Purpose and Scope

This evaluation is part of a broad review of education institutes and centres being conducted in the context of UNESCO's reform process. Its purpose is to inform UNESCO, Member States and partner agencies about IIEP and in particular the relevance of its activities, the results it has achieved, the quality of its interaction and coordination with UNESCO and other partners, and the effectiveness and efficiency of its governance and management.

Achievements

IIEP is very relevant to UNESCO's education programme and to the needs of member states

Given the cross-cutting relevance of educational planning and its importance for the achievement of EFA goals, IIEP's mandate and activities are highly relevant to UNESCO's Major Programme I. The topics touched by IIEP's work are wide-ranging but all have related goals or main lines of action in the various UNESCO programmes and strategies. Surveys reveal that all IIEP's functions are regarded as highly relevant to the needs of Member States, field offices and stakeholders, with the possible exception of standard-setting which is not an area of focus for the Institute.

The current mechanisms for achieving alignment between IIEP's strategies and programmes and those of UNESCO are very "top down" (i.e. they involve the Institute retrospectively mapping their planned activities against strategies and programmes in the C4 and C5). We consider that alignment and overall coherence of the education programme could be improved through a more open and consultative dialogue between IIEP and the UNESCO Secretariat early in the planning process.

> **Recommendation:**
>
> **1.** IIEP and UNESCO (Education Sector and field offices) should engage in more open and proactive discussion and consultation during the development of the next Medium Term Plan and Biennial Programme and Budget to ensure relevance, alignment and appropriate prioritisation of resources.

IIEP has achieved significant results, particularly in the areas of training, research and technical assistance

IIEP has made a very positive contribution towards building the capacity of member states in the area of educational planning and management, and towards UNESCO's broader education sector strategies and goals including EFA. IIEP's strengths are as a capacity builder and laboratory of ideas. There are no real areas of weakness, although IIEP is not active in the role of standard-setter.

Through its core training programmes, the Advanced Training Programme in Paris and the Regional Course in Buenos Aires, IIEP has trained approximately 60 experienced education managers and professionals every year for the last five years. Including visiting trainees and participants in specialised courses and workshops, IIEP has trained more than 5,000 people in educational planning since 1999. Through this training IIEP has enhanced the knowledge and skills of its trainees, which in turn has raised member state capability.

IIEP has also made a significant contribution to capacity building through its operational activities, particularly the provision of technical assistance to a wide range of Member States. For example, IIEP made a major contribution to reconstruction of Afghanistan's higher education system through its assistance to formulate a Strategic Action Plan for Higher Education. IIEP also works to build the institutional capability of regional- and sub-regional training institutions (e.g. cooperation projects with NIEPA in India, tbe United Arab Emirates Regional Center for Educational Planning and Cambodia's proposed Educational Planning and Management Institute).

The scale of downstream impacts of these activities on member state capability is difficult to assess but our evaluation suggests that IIEP training is having some multiplicative effects at country level (e.g. through training trainers). These downstream training impacts are supported by IIEP's operational activities, which build member state capacity through the facilitation of "learning by doing". Notwithstanding this, IIEP faces a huge challenge to increase the scale of its contribution to downstream training and capacity building outcomes in light of the global shortage of trained educational planners. We feel that IIEP is uniquely placed to have a significant impact on the global supply of trained educational planners, yet it needs to strengthen its strategies in this regard. We strongly encourage IIEP, in collaboration with the Education Sector, to continue the work it has begun on developing strategies for

increasing its reach and impacts. Finally, we consider UNESCO should make greater use of IIEP training in educational planning to build the capability of Headquarters and field staff.

IIEP's role as a laboratory of ideas is another major strength. IIEP has produced a significant body of high quality and relevant research over the evaluation period. Of note is IIEP's Observation Programme, which is an internally-funded initiative to undertake exploratory analysis and overall monitoring of the education situation in developing countries. Some research topics funded through this programme (e.g. tackling corruption in education) have had important impacts on the international research and development agenda. Research activities have also created positive spillover benefits (e.g. early research on monitoring educational quality contributed to the formation and ongoing operation of the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ).

Recommendations:

2. IIEP should adopt a more collaborative approach to research done in fields of interest of other UNESCO Institutes and the Education Sector, with a view to mutual sharing of expertise and strengthening of other Institutes.

3. IIEP should review its dissemination strategy each biennium, in particular the balance between printed and electronic material, to ensure both ease of access to information and cost effectiveness.

4. IIEP should undertake a review of the economic benefits and costs of operating a print shop compared to outsourcing these services before the next medium term plan or before major cost commitments are made.

5. IIEP should consider whether certification of other educational planning and management courses would make a positive contribution to the goals of EFA and, if so, develop a plan for working towards this objective in time for the next medium term plan.

6. IIEP should ensure that the ATP and other courses it offers are run at full capacity, and that course capacity be expanded if possible, to maximise its reach and impact. This includes ensuring sufficient numbers of French-speaking participants on the ATP to keep dual language teaching economically viable.

7. IIEP should implement strategies to extend the reach of the ATP into the Asia-Pacific, Arab States and French-speaking West African regions, including through broadening the funding base for fellowships, from the next biennium. In addition, UNESCO should encourage Member States and other funding providers to increase funding for scholarships.

8. IIEP should maintain the "experimental status" of the ATP Master's programme until such time that close monitoring of the programme proves its benefits in relation to the additional costs.

9. IIEP should strengthen the bridge between the Regional Course and the ATP, notwithstanding difficulties of language and distance between Paris and Buenos Aires.

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10. IIEP should outline in its next medium term plan how it intends to leverage its strong institutional networks and "grass roots" support among member states to encourage more effective utilisation of former trainees' knowledge and skills.

11. UNESCO should increase its utilisation of the courses offered by IIEP for the training of Secretariat and field office staff, by enrolling staff on the Visiting Training Programme short-courses and establishing UNESCO-specific specialised courses and workshops on a semi-regular basis, in order to broaden UNESCO's base of knowledge and skills in educational planning and development.

12. IIEP should review the cost effectiveness of maintaining two IIEP Virtual Institutes (i.e. in Paris and Buenos Aires) by the end of the next biennium, while bearing in mind the need to maintain flexibility and adequate support for the distinct activities of the Paris and Buenos Aires offices.

13. IIEP should ensure that it maintains an appropriate balance between contract-funded country-level operational activities and other capacity building efforts (e.g. support to training institutions and regional or sub-regional operational activities) as part of its ongoing development of a strategy for "going to scale" before the next medium term plan.

14. IIEP should review its criteria and strategy for operational activities, within the constraints posed by the funding environment (in particular the trend towards decentralisation of funds to country-level), in order to consolidate and focus its programme of operational activities (i.e. do less but achieve more) before its next medium term plan.

IIEP engages well with UNESCO and other partners but there is potential for overlap, particularly with the Education Sector, and IIEP-Buenos Aires could be better integrated with IIEP-Paris

There is a generally high level and quality of engagement between IIEP, field offices and other decentralised bodies, particularly when considered in the context of generally poor interaction found by previous field office and institute evaluations. We found good examples of collaboration between IIEP and the UNESCO Education Sector (e.g. joint organisation of research and seminars on various topics), although the frequency and quality of engagement varies across the divisions. More broadly, IIEP has played an important role in mobilising partner agencies and donors in order to foster support for regional, sub-regional and national-level capacity building projects.

Notwithstanding these generally positive findings, we found some evidence of overlaps between the roles and types of activities of IIEP and the Education Sector. For example, both IIEP and the Division of Educational Policies and Strategies (EPS) are responsible for providing technical assistance to Member States in relation to national planning for EFA. While the potential for overlap is often avoided through informal or tacit agreements, there is a need for formal clarification of the respective roles of the Education Sector and IIEP and for more systematic processes for communication, planning and coordination.

We also found that IIEP-Buenos Aires operates with significant autonomy from its headquarters in Paris, and the planning and fund-raising functions of the two offices could be better integrated.

Recommendations:

15. IIEP and UNESCO should take steps (including considering the establishment of a Memorandum of Understanding and/or a contractual approach to funding in respect of the UNESCO financial allocation) to systematise the linkages between the Institute and the Education Sector in relation to the planning and coordination of activities so as to enhance coordination and minimise the potential for overlaps.

16. UNESCO should commit in the next biennium Programme and Budget to providing sufficient lead time and adequate support to IIEP (and other decentralised bodies) when it requests participation in UNESCO processes or compliance with new UNESCO policies, in order to facilitate and enhance participation and compliance.

17. IIEP should initiate a project aimed at achieving better integration between IIEP Headquarters in Paris and its branch in Buenos Aires, particularly in respect of strategy and planning, back-office support and fund-raising, by the next medium term plan.

IIEP is well governed and managed and operates efficiently

IIEP is well governed and managed from an operational and financial perspective. Its Governing Board is active and receives good support from management in fulfilling its functions. IIEP has improved the efficiency of its operation over the evaluation period while at the same time maintaining its fixed assets.

IIEP has grown its extra budgetary funding significantly over the evaluation period and its financial position is sound. While there are risks associated with its reliance on extra budgetary funding, IIEP has taken appropriate steps to strengthen its financial sustainability (e.g. maintaining a relatively stable donor base, initiating a Partners Day, moving some donors to multi-year budgetary support agreements, and operating a Stabilisation Reserve). One area of concern is the high proportion of short-term earmarked funding of IIEP-Buenos Aires and its lack of integration with the fund raising activities of IIEP-Paris. In addition, we were somewhat surprised to find a lack of a focus on staff development and low levels of investment in training for institute staff and recommend that the Institute ensure that it addresses this issue in order to maintain and strengthen its institutional capability.

Recommendation:

18. IIEP should continue its efforts to reduce its reliance on short-term earmarked extra-budgetary funding, particularly for IIEP-Buenos Aires, to increase its financial resilience and sustainability.

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19. IIEP should maintain its policy of building up the stabilisation reserve to provide a buffer against an unexpected reduction in revenue, particularly while IIEP continues to grow, and review its policy in this regard in 2-3 years.

20. IIEP should ensure that it has adequate staff development plans in place and that it increases its investment in staff training and development activities in order to strengthen its institutional capabilities, by the next medium term plan.

Challenges

Increasing the magnitude of IIEP's reach and impact

The world has high expectations for the scale and pace of educational development, as articulated by EFA goals. Arguably, global progress towards those goals is not living up to expectations. The training of educational planners and administrators is a key building block for the achievement of EFA targets. In addition to the vast number of planners and managers that need to be trained, key aid initiatives (e.g. the Fast Track Initiative) designed to bring more resources to education are contingent on the development of credible education plans. Yet the resources devoted to building member state capacities in educational planning and management pale in comparison to the scale of the task.

IIEP is aware of these challenges and is working towards a strategy for scaling up its interventions but it cannot do this alone. Despite the global mandate and orientation of IIEP, it is a small-scale institute on a global stage. Indeed, a number of interviewees observed that IIEP and UNESCO's capacity building efforts are "merely a drop in the ocean". This is not to belittle the considerable achievements of IIEP - as this evaluation has shown, IIEP has made a real difference. However, expecting IIEP to single-handedly contribute to building the necessary critical mass in educational planning and management on a global scale is unrealistic and an inappropriate benchmark against which to judge its effectiveness.

The aim for IIEP must be to maximise its reach and impact. Consequently, it should frequently ask itself whether its strategies are the right ones for delivering the biggest medium- to long-term impacts on the supply of qualified educational planners and managers. For example, does IIEP have the right balance between the direct provision of training and building the training capability of other providers? The answers to this and other fundamental questions should underpin all IIEP activities, which is why the development of a strategy for scaling up its interventions is so important. The development and implementation of this strategy should therefore be given high strategic priority within IIEP and UNESCO as a whole.

Making the Transition to Decentralisation

Perhaps the most controversial issue we encountered during this evaluation was whether IIEP should be performing operational activities to the extent it currently does. Some interviewees were strongly supportive of IIEP's role in undertaking operational activities, citing its effectiveness and noting the historical vacuum that IIEP filled when it responded to the growth in demand for technical assistance in the mid-1990s. Yet the volume of operational activities that IIEP undertakes has grown significantly in recent years, both absolutely and in relation to its training and research activities. These latter activities are widely regarded as the core role of the organisation. Even though operational activities are predominantly funded through extra-budgetary funding, they nevertheless place an additional burden on IIEP teaching and research staff. It is important for IIEP's Governing Board to ask itself whether operational activities have grown to a point where they are placing the Institute's other functions under strain?

Looking forward, UNESCO's plans – as articulated in its decentralisation strategy – are to strengthen field offices and to have them shoulder more of the burden in relation to country- and regional-level operational activities. Under the proposed model, both IIEP and the UNESCO Headquarters will be expected to play more of a back-office support role in relation to services to member states. This is quite different from the current situation and it is clear that considerable capacity building of UNESCO field offices is required before this vision can be realised.

A key question for UNESCO is how to transition between the current state, with IIEP playing a significant front-line operational role, and the proposed future state envisaged in the decentralisation strategy? While reform is a slow and complex process, clarity about how to make this transition (both in the short- and the long-term) is required in order to ensure the overall coherence of IIEP and UNESCO Education sector.

Reducing potential overlap and improving coherence of the education programme

This evaluation has uncovered significant overlap in the mandate and types of activities of IIEP and the Education Sector. There is little proactive interaction between IIEP and the Secretariat in relation to planning and efforts to coordinate are ad hoc. On the face of it, there is ambiguity and confusion regarding the respective roles of EPS and IIEP in relation to training and technical assistance to member states on EFA strategies and plans. While these concerns could be addressed to an extent through more regular interaction and communication, we consider that systematic solutions may be required. A key challenge is how to better align planning, accountability and funding mechanisms so that they create mutually reinforcing incentives to collaborate and leverage the diverse capabilities and competencies within the Secretariat and decentralised entities.

Recommendations:

21. IIEP should, together with UNESCO, give priority to developing and implementing a "going to scale" strategy for improving the global supply of qualified educational planners that emphasises training the trainers and institutional capability building before the start of the next Medium Term Plan.

22. IIEP and UNESCO should with some urgency take steps to clarify the short- and long-term expectations and roles of IIEP and other UNESCO bodies in relation to operational activities in Member States, as part of the UNESCO transition to a more decentralised operating model.

23. UNESCO should initiate a project to identify solutions to issues of potential overlap and a possible lack of coherence in the education programme, including consideration of how to better align its planning, accountability and funding mechanisms to create mutually reinforcing incentives to collaborate effectively, with initial findings to inform the next medium term strategy.

INTRODUCTION

BACKGROUND

Over the course of its history, UNESCO has established six institutes and two centres classified as 'category one' in the field of education. The institutes and centres are intended to serve in their field of specialisation as international focal points for the provision of information and expertise to member states, working towards improved education outcomes in collaboration with partner organisations, the UNESCO Secretariat and the network of UNESCO field offices, institutes and centres. In this context, the institutes are expected to make an important contribution to the attainment of the strategic objectives and programmatic priorities of UNESCO's education programme (Major Programme I) and to the implementation of the Dakar Framework for Action on Education for All (EFA).

The institutes are expected to operate with independence and autonomy from UNESCO Headquarters, while at the same time being strongly guided by the priorities set out in UNESCO's education programme. In the context of its reform process, UNESCO has initiated a review of its education institutes and centres with the aim of considering the continued operation of, and support to, each institute or centre against alternative modalities of providing equivalent or better programme support for UNESCO activities. This evaluation forms part of that review.

EVALUATION PURPOSE

The purpose of this evaluation is to contribute to UNESCO's review of education institutes and centres in the context of its reform process. To this end, the evaluators were asked by UNESCO to focus on the following key points in relation to IIEP:

- Relevance of its activities to UNESCO's programme priorities in the field of educational planning;

- Results achieved by IIEP, and its contribution to UNESCO's efforts in achieving respective EFA goals;

- Quality of interaction and coordination with UNESCO Headquarters, field offices, institutes and centres, representatives of Member States, partner organisations and donors with regard to the planning and implementation of programmes; and

- Funding patterns, mechanisms and their risks for sustained institutional capacity and viability, and the quality of organisational management and programme implementation systems adopted by IIEP.

EVALUATION DESIGN AND METHODS

INTRODUCTION

This section summarises the evaluation design and methods used to reach evaluation findings. The choice of evaluation design and methodology is influenced by the time, resources and information available and the nature of the activities and outcomes being evaluated.

EVALUATION DESIGN

We utilised a mixed-method evaluation design that involved a combination of conventional qualitative methods (e.g. documentary review, semi-structured interviews, illustrative examples and non-probabilistic survey methods). In choosing this approach we were guided by four major principles of mixed-method evaluation design[1]:

- **Triangulation** seeks to improve the accuracy of results through the collection and analysis of data from different sources and using different methods, thereby overcoming weaknesses or intrinsic biases associated with a single observation or method;

- **Complementarity** refers to the use of mixed methods to provide additional richness and detail that can only be uncovered through comparison of results generated using different methods;

- **Development** is where the results from one method are used to shape subsequent methods or steps in the evaluation process. In our case, we used documentary review and interview methods to inform questionnaire design and select illustrative examples; and

- **Expansion** refers to the capacity of mixed methods to extend the scope and breadth of evaluative inquiry, to provide a more comprehensive understanding of the subject being evaluated.

The evaluation uses a post-intervention design. We addressed the lack of an *ex ante* evaluation framework for IIEP by using interview and survey instruments to uncover respondents' views of the outcomes attributable to IIEP's activities and programmes. To counter weaknesses in this design, we utilised multiple lines of enquiry in order to confirm and validate findings.

EVALUATION METHODS

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[1] Adapted from explanations in Petter and Gallivan (2004) based on the framework developed in Greene et al (1989).

The main evaluation methods utilised were as follows:

Document and File Review

A document and file review was completed to identify pre-existing information. It included:

- Review of IIEP Executive Board and General Conference reports, including the biennial programmes and budgets;

- Education for All and related strategy statements that set out UNESCO's goals and priorities in the area of education;

- Annual reports by the Director on the activities of IIEP, which provide a record of the governance and oversight of IIEP activities by the Governing Board;

- Internal papers provided to us by IIEP and previous evaluation reports;

- Documents available on IIEP's web site including regular newsletters and publications; and

- Audited financial statements of IIEP.

A list of documents reviewed is included in Appendix Two.

Interviews

We conducted a number of semi-structured interviews with members of IIEP's Governing Board, IIEP's Director and relevant staff, UNESCO Secretariat staff and one representative of a member state. A list of interviewees is included in Appendix Two.

The purpose of interviews was to elicit richer information than could be gathered through other means and to fill gaps in information following the documentary review. Interviews were also conducted to provide verification of data collected through other sources and to assist in the process of triangulating findings. Significant use was made of interviews in the context of this evaluation as:

- There are few quantitative targets against which to measure the performance of IIEP;[2]

- The relationship between activities and outcomes is complex and difficult to measure using survey methods;

- There are many impacts beyond IIEP's own activities on the outcomes it seeks to influence; and

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[2] IIEP's approved program for the 2004-05 Biennium - 32 C/5 - describes the specific results expected from IIEP and specifies indicators to measure its performance but there are few quantitative targets for those indicators. For assessing performance against expected outcomes we use the more detailed outcomes specified in IIEP's Medium Term Plan 2002-07.

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- Interviews enable the identification of unintended or unimagined results that are also difficult to capture through other methods.

In short, interviews allow in-depth probing which permits a rich and detailed picture of what has happened and why. They allow the incorporation of illustrative examples which add realism, immediacy and depth to data and results collected via other methods.

Illustrative Examples

Examples of activities or projects supported by IIEP and their associated results have been described to bring the evaluation 'alive'. They are an illustrative device and in all cases are supported by more general findings. The examples selected for inclusion in this report were chosen following analysis of the data generated by other evaluation methods.

Surveys

Given the large number of IIEP stakeholders spread across a large geographic area, surveys were used to collect data on the views of stakeholders about their relationship with IIEP and the results achieved by the Institute. Separate questionnaires were developed for the following groups:

- Governing Board members;
- Former IIEP Regional Course Trainees;
- Partner organisations, Member States and other non-UNESCO stakeholders; and
- UNESCO field offices and other category one Institutes.

The surveys were administered on-line between late-October and late-November. The procedure, response rates and results for these surveys are included in Appendix Three.

LIMITATIONS

The purpose of a mixed-method design is to use the strengths of some methods to counteract the weaknesses of others, thereby contributing to a more robust overall design. However, no evaluation design is perfect. The major limitation of our design is that, in the absence of historical and objectively measured performance indicators, we were required to strongly rely on the subjective views of interviewees and survey respondents in arriving at our findings. Asking survey respondents to attribute outcomes to activities requires accurate recall of past events and subtle and complex judgements about multiple contributing factors about which they have imperfect information. We countered the risk of bias in the views of respondents by comparing and contrasting findings from a variety of sources and obtained using a number

of different methods. Nevertheless, it is common for respondents to over-estimate their powers of deduction and so our findings risk being exaggerated.

A large volume of information was considered for this evaluation. IIEP provided open access to their staff and information while the evaluation team were in Paris and Buenos Aires and were responsive to follow up requests for information. Nick Davis and Lisa Mutch conducted the field visit to Paris and Paulo Lustosa da Costa visited the IIEP branch office Buenos Aires.

CONTEXT

STRATEGIC AND PROGRAMMATIC CONTEXT

This section summarises the strategic and programmatic context within which UNESCO and IIEP work. Strategy and programmes are developed at a range of levels and over different time periods. This summary highlights the main aspects of UNESCO's strategies and programmes relevant to IIEP, although we note that the discipline of educational planning and management is cross-cutting and relevant to all areas of education.

Strategic context

The overriding priority for UNESCO's education strategy is the realisation of Education for All - the six goals of the Dakar Framework for Action:[3]

- Goal 1 - Expand early childhood care and education
- Goal 2 - Provide free and compulsory primary education for all
- Goal 3 - Promote learning and life skills for young people and adults
- Goal 4 - Increase adult literacy by 50 per cent
- Goal 5 - Achieve gender parity by 2005, gender equality by 2015
- Goal 6 - Improve the quality of education

The responsibilities for achieving EFA goals were also agreed at the World Education Forum and can be summarised as follows: the prime responsibility for achieving EFA goals lies with countries; the international community was to launch a global initiative to develop strategies and mobilize resources to support national efforts; and UNESCO was charged with coordinating the work of the EFA partners and to sustain global momentum towards the attainment of the goals.

At Dakar, twelve strategies for achieving the goals were also adopted. In addition, regional frameworks for action were developed for Africa, Arab States, Asia and Pacific, Europe and North America, Latin America and the Caribbean. The twelve strategies are very relevant to IIEP's operating environment – staff of the Institute pointed out that they consider the strategies as well as the goals in formulating IIEP's strategies and programmes. The most obviously related strategies are the commitments to:

(i)   mobilize strong national and international political commitment for education for all, develop national action plans and enhance significantly investment in basic education;

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[3] The Dakar Framework was developed and agreed in 2000 at the World Education Forum, an international counsultative forum on Education For All convened by UNDP, UNESCO, UNFPA, UNICEF and the World Bank.

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(iv) develop responsive, participatory and accountable systems of educational governance and management; and

(xi) systematically monitor progress towards EFA goals and strategies at the national, regional and international levels.

Other relevant strategies those dealing with the needs of education systems affected by conflict, the HIV/AIDS pandemic, and harnessing new ICT for educational development.

While educational planning developed as a discipline in reaction to the needs of newly decolonized states in the 1960s, the advent of EFA national plans no doubt gave additional resonance to the mission of the Institute. All states are requested to develop or strengthen national plans as part of a broader framework addressing poverty, disadvantaged groups and overcoming financial problems – through a process that is democratic and involves the stakeholder. IIEP state also that the field of educational planning and management is far from static. It is constantly evolving as a result of new insights and learning. Likewise the tools of planning and management are constantly changing as they adapt to new applications of information technology, needs-based resource allocation and formula funding etc.

The UNESCO General Conference endorses a Medium Term Strategy every 6 years. The current Medium Term Strategy (31/C4), covering the period 2002-07, includes three strategic objectives in Education:

- Promoting education as a fundamental right in accordance with the Universal Declaration of Human Rights;
- Improving the quality of education through the diversification of contents and methods and the promotion of universally shared values; and
- Promoting experimentation, innovation and the diffusion and sharing of information and best practices as well as policy dialogue in education.

The Medium Term Strategy includes specific expected outcomes, with the most relevant to the work of IIEP being:

- Large number of national EFA plans developed by the end of 2002 and implementation launched;
- Increased regional/sub-regional cooperation through the organisation of regional and permanent mechanisms for consultation and sharing of experience in several regions/sub-regions;
- Evidence-based policy development and decision-making by many countries through regular monitoring, assessment and reporting on progress towards EFA goals; and

- Capacities for data and information collection and analysis strengthened in several countries and regions.[4]

Programmatic context

Each biennium, the General Conference approves the UNESCO Programme and Budget for the next two years. Major Programme One - Education has contained two Programmes for the last three biennia covered by this evaluation. Within the Programmes, there are Sub-Programmes and, within those, a number of Main Lines of Action (MLAs). While there is consistency at the higher levels throughout the period of the Medium Term Strategy, the MLAs generally change each biennium, guiding the work of UNESCO units.

Within the C5s, the strategy and expected results of each UNESCO institute and centre are described separately from the MLAs in the Education programmes, in accordance with their functional autonomy. However, the first request of the General Conference to the IIEP Board is, in accordance with the Institute's Statutes, "to ensure that the objectives and activities of IIEP are in consonance with the strategic objectives and priorities of the education programme".[5] In addition, IIEP's Statutes require the Board to "determine the general policy and the nature of the Institute's activities within the framework of the general policy of UNESCO, with due regard to the obligations resulting from the fact that the Institute has been established within the framework of UNESCO." These provisions aim to achieve alignment of the activities of IIEP with UNESCO's education strategy and programme and contribute to overall coherence of the programme. The following paragraphs describe those aspects of Major Programme I - Education that are relevant to IIEP.

The first Programme (I.1) concerns Basic Education for All. In the current biennium, UNESCO's contribution to the six Dakar goals was to be supported by assistance to member states in the development of strategies for planning, monitoring and sustaining support for EFA. The second Programme (I.2), which was designated 'Reform of education in the perspective of education for all throughout life' in the 30C/5 and 'Building learning societies' in the current biennium, aims at the broader concerns beyond basic education, including secondary and higher education, and technical and vocational training. Institutional reform, globalisation and improving teacher education all feature in Programme I.2.

In addition to these programmes, there are projects relating to cross-cutting themes. Currently these include: eradication of poverty, especially extreme poverty; and the contribution of information and communication technologies to the development of education, science and culture and the construction of a knowledge society.

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[4] 31C/4 paragraph 61.

IIEP Strategy and Programme

Beyond the general request for concordance with the education programme, each biennia the General Conference requests the Governing Board of IIEP to continue the mandate of the institute in capacity-building, support for national training, and producing and sharing knowledge in educational planning and administration. This is described in the 32C/5, and in much the same way as previous biennia, as follows:

"The General Conference…requests the IIEP Governing Board…

- To reinforce Member State's capacity-building for the management, planning and administration of education systems;

- To strengthen national, sub-regional and interregional training programmes in educational planning, administration, evaluation and monitoring in cooperation with other UNESCO education institutes, as well as the UNESCO Institute for Statistics, regional offices for education and other field units;

- To carry out research and studies aimed at the upgrading of knowledge in educational planning and administration, and at the production, sharing and transfer of knowledge and the exchange of experiences and information in educational planning and administration among Member States."

Thus, IIEP's expected results at the end of the biennium were that national capacities in educational planning and management were strengthened, and that information on new issues in planning, management and evaluation of education systems were disseminated and exchanged. Numerical and qualitative performance indicators were indicated in the latest biennium, such as the numbers of participants or publications. More detail on IIEP's expected results is provided in the Results Achieved section of this report.

The Role of Education Institutes in the context of UNESCO's Decentralisation Strategy

In 1999, as part of a broad reform process[6], UNESCO launched its decentralisation strategy with the objective of enhancing its impact and relevance in Member States while at the same time ensuring the overall coherence of UNESCO as "one organisation, with one overall mission" (171 EX/6 Part III, page 1). Fundamentally, the aim was to allow the design and implementation of programmes that, while global in scope, are adapted to the local needs and specific circumstances of Member States.

In terms of institutional reform, the decentralisation process focused on rationalising and reorganising the network of programme implementing offices within a simpler *two-tier system*.

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[5] 32C/5 paragraph 01320.

[6] The reforms were far-reaching and were aimed at rethinking priorities, refocusing its actions, streamlining its structures and management procedures and re-motivating its staff.

the creation of offices representing clusters of countries (cluster offices) backed up by regional bureau specialising in each of UNESCO's field of competence.[7] Within this framework, UNESCO's education institutes can be viewed as providing *third-tier* technical support in highly specialised disciplines (e.g. educational planning, higher education).

From a pragmatic perspective, the institutes are recognised as having the potential to be precious sources of expertise in specific sectoral or inter-sectoral areas. In the context of the decentralisation strategy, they are responsible for providing relevant support directly to Member States, either internationally or regionally, in exactly the same way as the field network (171 EX/6 Part III, page 5). Yet they are also expected to contribute to greater programme coherence and, in particular, to dovetail their strategies and activities with UNESCO's overarching strategies, major programmes and main lines of activity.

Developing an institutional system that balances global coherence against responsiveness to the particular needs of Member States has and will continue to challenge the UNESCO system. Nowhere is achieving this balance more challenging than in the context of UNESCO's category one institutions. Notwithstanding the higher degree of specialisation of the institutes compared to regional bureaux and cluster offices, the decentralised operation and functional autonomy of the Institutes brings into sharp relief the potential for overlap, duplication and inefficient use of scarce resources within a more streamlined UNESCO structure.

It is in recognition of the complexities involved in achieving the objectives of the reform process generally, and the strategy of decentralisation in particular, that UNESCO has initiated a review of institutes and centres with the aim of considering the continued operation of and support to each institute or centre against alternative modalities of providing equivalent or better programme support for UNESCO activities. In particular, the Executive Board has asked the Director General "to express more clearly the need for UNESCO's education institutes and centres to contribute, in a coherent and complementary manner, to the achievement of the objectives and sub-objectives of the education strategy and, to that end, to develop focused and concentrated programmes, to adopt results-oriented approaches and to enhance visibility and outreach".[8]

In support of this, UNESCO has recently taken steps to more clearly define the purpose, role and scope of activities of UNESCO institutes and centres as well as their relationships within the relevant programme sectors. The aim of this exercise was to:

- Reinforce the relevance of institutes and centres to the Member States;

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[7] Cluster offices are intended to be the cornerstone of the new system, consisting of multi-disciplinary teams covering all UNESCO fields of competence. Cluster offices are intended to be the country-level delivery platform vis-à-vis member states. In contrast, Regional bureaux are intended to be pools of expertise in a particular field of competence, and to provide technical support to Cluster Offices in their country-level activities.

[8] 162 EX/18

- Avoid duplication and enable synergies within the UNESCO system;
- Enhance coherence, quality and impact of UNESCO programmes; and
- Improve efficiency and effectiveness in policy formulation, programme development and delivery.

Finally, in support of the general aims of the reform process, and to complement the institutional reforms, UNESCO has introduced a number of results-oriented management reforms. In particular, it has put in place a number of management tools including: better e-connectivity; the SISTER[9] programme management and monitoring tool; and the FABS finance and budget system. It has also instituted an "institute taskforce" to facilitate greater dialogue between the Directors of the education institutes and their colleagues in the Education section of UNESCO Headquarters.

It is important to consider the implications of this significant reform process for this evaluation. UNESCO's decentralisation strategy and related reforms are both highly-relevant and potentially confounding factors for this analysis. The various reforms have occurred gradually over time and many of the initiatives are still being bedded down. Clearly, the historical performance of IIEP cannot be evaluated against the normative benchmark of an effectively functioning, decentralised UNESCO system. Nevertheless, the outcomes sought from the reform process are a strong signal of the manner in which IIEP is expected to function within the UNESCO system, and the reforms are therefore an important backdrop against which to consider our recommendations.

BRIEF HISTORY OF IIEP

In June 1962, a Consultative Committee met at UNESCO to discuss the establishment of an international Institute that would undertake research and training in the field of educational planning. The committee was made up of government representatives (from Brazil, France, Germany, Italy, Nigeria, Sweden, the United Kingdom, the USA and the USSR) and international agency representatives (from the Food and Agriculture Organisation, International Labour Organisation, World Bank, World Health Organisation and the United Nations). The committee reached agreement on key aspects of the mission, structure and management, namely that the Institute should be:
- Multi-disciplinary in character, bringing together experts in the field of educational planning;
- A place where experts can work and teach together and discuss new ideas;
- A place for current and future practitioners in the field of educational planning to take courses and gather useful experience; and
- An autonomous institution, in order to attract high-level experts and trainees.

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[9] SISTER is the UNESCO System of Information on Strategies, Tasks and the Evaluation of Results.

IIEP was established in 1963 as an autonomous institute within the institutional framework of UNESCO. Its establishment followed the adoption of a Resolution by the General Conference of UNESCO in 1962, which (i) emphasised the importance of long-term educational planning in the context of social and economic development; (ii) noted the rapidly increasing demand from Member States for drawing up their national education plans, in establishing planning offices and for training personnel; (iii) recognised the severe world-wide shortage of personnel qualified in educational planning and the need for research into the basic problems involved in designing and implementing educational plans; and (iv) resolved to establish in Paris an International Institute for Educational Planning.[10]

The mandate of the Institute was, and still is, to strengthen the capacities of Member States (particularly Ministries of Education) by:

▪ Providing training for educational planners, researchers and managers, especially in developing countries;

▪ Conducting research and studies on educational policy making, planning and management; and

▪ Disseminating new concepts, techniques and methods of educational planning to interested institutions and individuals, including educational policy makers, planners and managers, researchers and representatives of aid agencies.

Key achievements and milestones during the 43 years since IIEP's establishment include:

▪ 1965 – the first Annual Training Programme;

▪ 1967 – 'Fundamentals of Education Planning' series launched;

▪ 1973 – IIEP moves new permanent headquarters and launches first medium-term plan;

▪ 1981 – first newsletter published;

▪ 1982 – creation of the International Working Group on Education (IWGE);

▪ 1989 – establishment of the network of IIEP depository libraries;

▪ 1992 – IIEP hosts Association for the Development of Education in Africa (ADEA);

▪ 1993 – IIEP formally launches operational activities;

▪ 1995 – Establishment of the Southern Africa Consortium for Monitoring Educational Quality (SACMEQ) and the Asian Network of Training and Research Institutions in Educational Planning (ANTRIEP);

▪ 1997 – Creation of IIEP Buenos Aires branch; and

▪ 2002 – IIEP launches a Master's in Educational Planning and Management.

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[10] Resolution 1.213 adopted by the General Conference of UNESCO at its 12th Session (Paris, 1962).

IIEP Buenos Aires

On 14 April 1997, UNESCO and the Government of Argentina signed an agreement to create a regional branch of IIEP in Buenos Aires. At that time, many Latin American countries were instigating profound reforms to their educational systems. The establishment of the IIEP branch in Buenos Aires was intended to build capacity within Ministries of Education and related institutions in relation to the management of the reform process and associated structural change.

Since 1998, IIEP-Buenos Aires has run an annual Regional Training Course in educational planning and management, which is based around the core of the Advanced Training Programme held in Paris but adapted to the Latin American context. Courses and seminars are also offered to other actors in the education system, such as political leaders and education journalists.

Governance and Management of IIEP

IIEP is managed with a significant degree of autonomy. It is overseen by a Governing Board, consisting and has wide latitude to manage its own administrative affairs in accordance with UNESCO's rules and procedures. It is fully accountable for the management of its own budget and, while receiving regular budgetary contributions from UNESCO, has the authority to receive financial support from any appropriate sources. Key features of the Institute's statutes are shown on the following pages.

As at October 2004, the Institute comprised 91 staff (excluding secondments), made up of 51 training and research staff, 17 staff in the publications unit and documentation centre, and 20 administration and finance staff..

KEY FEATURES OF IIEP'S STATUTES

Purpose

To promote instruction and research on educational planning in relation to economic and social development

Functions

(a) To provide instruction, by organising in-service training courses, seminars and symposia, for senior civil servants, educational planners and economists or experts attached to institutions responsible for the promotion of social and economic development; and

(b) To co-ordinate existing knowledge and experience gained on this subject, and to promote research into new concepts and methods of educational planning likely to further economic and social development.

Governing Board Membership

The Governing Board consists of twelve (12) members chosen for their competence and who sit in a personal capacity. The members are designated or elected in the following way:

(a) One member designated by the Secretary-General of the United Nations for 3 years;

(b) One member designated by the President of the International Bank for Reconstruction and Development for 3 years;

(c) One member designated for 3 years from the each of the following organisations in turn: the Food and Agriculture Organisation (FAO) of the United Nations; the World Health Organisation (WHO); and the International Labour Organisation (ILO);

(d) One member appointed for 3 years by each of the directors, in turn, of the three regional institutes for economic planning established by the United Nations Economic Commissions for: Asia and the Far East; Africa; and Latin America;

(e) Three educators recognised for their contribution in the field of human resource development, elected for a period of 4 years;[11]

(f) Four members elected for a period of 4 years from among educators, economists and other specialists, one of whom shall be from each of Latin America, Asia, Africa and the Arab States, who have made contributions in the field of human resource development;

(g) A chairman elected for a period of 5 years from among educators, economists and other specialists of international repute in the field of human resource development

Staff of the Institute

The Director and members of the staff of the Institute are deemed to be officials of UNESCO.

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[11] The members referred to in (e), (f) and (g) can be immediately eligible a second term but shall not serve consecutively for more than two terms and, in the case of a chairman elected from among the members of the Board, the term of the appointment as chairman shall be reduced, if necessary, to ensure that he or she does not exceed the maximum period during which a Board member may serve consecutively.

Functions of the Governing Board

The principal functions of the Board can be summarised as follows:

(a) To determine the general policy and the nature of the Institute's activities within the framework, and with due regard to, the general policy of UNESCO;

(b) To decide how the funds available for the operation of the Institute are to be used and to adopt the annual and biennial budgets;

(c) To lay down the conditions for the admission of participants to the Institute's courses and meetings

(d) To make whatever general arrangements it may deem necessary for the establishment and execution of the programme of the Institute;

(e) To make recommendations to the Director-General of UNESCO as to the appointment of the Director[12];

(f) To submit a report on the Institute's activities to each of the ordinary sessions of the General Conference of UNESCO; and

(g) To adopt its own Rules of Procedure.

In fulfilling these functions, the Board is required to meet in ordinary session once a year, and may meet in extraordinary session when convened by its Chairman, either on his own initiative or at the request of four of its members. Between sessions of the Board, an Executive Committee – consisting of the Chairman and four members elected by the Board in accordance with the Rules of Procedure - performs the functions assigned to it by the Board.

Appointment of the Director

The Director of the Institute is appointed by the Director-General of UNESCO on the recommendation of the Governing Board. The Director is responsible for the administration of the Institute, prepares its draft programme of work and budget estimates for submission for approval by the Board. Subject to the Board's approval of the programme and budget, the Director is responsible for the detailed planning and execution of the Institute's activities.

Funding

Funds for the administration of the Institute come from the budget approved by the General Conference, supplemented by any subventions, gifts and bequests allocated to it by other United Nations agencies, governments, public or private organisations, associations or individuals, and from fees collected for special purposes.

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[12] The Board is also to be consulted in relation to the appointment of senior officials of the Institute.

RELEVANCE

It is a requirement of IIEP's Statutes and an expectation of the General Conference of UNESCO in each biennia that the programmes and activities of IIEP will be in alignment with UNESCO's strategies and goals, as well as relevant to the needs of Member States. In order to assess this relevance, we have reviewed IIEP's programmes and activities against the IIEP Medium-Term Plan and against the UNESCO's education programme. For evidence on IIEP's relevance to the needs of Member States, we have primarily drawn on the results from a survey of UNESCO field offices.

IIEP'S MEDIUM TERM PLAN

IIEP's main planning document is its Medium Term Plan, which covers the same period as the UNESCO Medium Term Strategy. The current (Seventh) plan is for 2002-2007.

According to IIEP, its Medium Term Plan is "drawn up and informed in the light of UNESCO's Medium Term Strategy 2002-2007 and the Dakar Framework of Action for Education for All". Evidence of this is to be found in the Plan, which quotes relevant goals, strategies and actions from the UNESCO Medium-Term Strategy and the Dakar Framework, in respect of which the 12 EFA strategies are considered as important as the six goals. Other key references that are taken into account include the UNESCO programme and budget (C5), including consideration of the Main Lines of Action under the Education Programme (Major Programme I) and the contribution that IIEP can make to them.

IEP management stated to the evaluators that in their planning process they look to contribute to UNESCO goals by building on both their mandate and their comparative advantage, which they see as capacity-building at the regional and sub-regional level. In approval to its Medium Term Plan, each year the Institute presents its annual plan for addition to the Governing Board. The annual plans include a more detailed specification of how the aims and expected outcomes identified in the Medium Term Plan are to be achieved.

MAPPING IIEP ACTIVITIES AGAINST UNESCO STRATEGIES AND THEMES

At the highest level, IIEP's activities can be described as:
- Training in educational planning and management
- Research, including the following programmes for 2002-07:
    - Observation programme, including monitoring trends in education
    - Basic education for all

- o   Higher education and specialised training
- o   Monitoring educational quality
- o   Education finance and management

- ▪ Services to member states, including:
  - o   Operational activities (e.g. technical assistance to member states)
  - o   Dissemination of research and other information (e.g. teaching materials)
  - o   Networking (e.g. support for regional networks of training institutions)

These activities can be mapped to the strategic objectives and two cross-cutting themes of UNESCO's Medium Term Strategy, as shown in Table 1.

Table 1: UNESCO Strategies and Themes and Relevant IIEP Programmes

Education Programme Strategic Objectives	Relevant IIEP programmes
Promoting education as a fundamental right in accordance with the Universal Declaration of Human Rights	▪ Training in educational planning and management ▪ Research on Basic education for all ▪ Networking ▪ Operational activities
Improving the quality of education through the diversification of contents and methods and the promotion of universally shared values	▪ Research on Basic education for all ▪ Research on Monitoring educational quality
Promoting experimentation, innovation and the diffusion and sharing of information and best practices as well as policy dialogue in education.	▪ Observation programme ▪ Dissemination ▪ Networking ▪ Research on Higher education and specialised training
UNESCO cross-cutting themes	**Relevant IIEP programmes**
Eradication of poverty, especially extreme poverty	▪ Observation programme ▪ Training in educational planning and management ▪ Research on Monitoring education quality ▪ Research on Basic education for all
The contribution of the new information and communication technologies to the development of education, science and culture and the construction of a knowledge society.	▪ Research on Higher education and specialised training ▪ Training in education planning and management ▪ Dissemination of research and other information

Source: Medium-term Strategy 2002-2007 (31C/4)

From a bottom-up perspective, the activities of IIEP are in broad alignment with the strategies and goals of UNESCO. IIEP's strategies and plans have their own rationale and structure, but are well aligned to the various goals and actions in the UNESCO medium-term strategy and biennial programmes. In part because educational planning and management are fundamental to any element of an education system, the topics which are touched by IIEP's work are wide-ranging but all of IIEPs activities have a related goal or line of action in the various UNESCO strategies. As noted above, IIEP's planning documents include specific references to relevant strategies, goals and actions in UNESCO's Medium Term Plan, Dakar Framework for Action, and Education Programme.

From a top down perspective, the Main Lines of Action to which IIEP was expected to contribute in the recent biennia are shown in Table 2 below. IIEP has been active in all these areas during the evaluation period. In the area of support for EFA planning, it conducts training in educational planning and management, both through its regular courses and through specialised courses and workshops in Member States. It also conducts a range of operational activities to support member states' planning efforts, and disseminates research and other information on planning tools and techniques. Reporting on EFA progress draws on IIEP research and data. In terms of its support for the inclusive approaches to education, its research programme covers a range of planning and management issues related to non-formal education (including education in rural areas), . In the context of quality education, IIEP contributes directly to MLA 4 through a major research sub-programme on HIV/AIDS impact on education systems and programmes, which includes the HIV/AIDS clearing house. The IIEP Director has been Global Coordinator of UNESCO's HIV/AIDS activities, with the support of a Co-ordination unit at IIEP focused on coherence of programmes both within UNESCO and the rest of the UN system. IIEP has also done research on ICTs and promoted distance learning techniques. An important part of its work on quality education has been its research into how to monitor educational quality and its support to SACMEQ. Finally, in respect of the renewal of education systems, it has undertaken research on planning and management issues in relation to secondary, higher, technical and vocational education.

Table 2: **Main Lines of Action to which IIEP contribute**

I.1Basic Education for All: meeting the commitments of the Dakar World Education Forum
I.1.1Coordinating the follow-up of the Dakar Framework for Action
MLA 1 Policy research, monitoring and information dissemination in regard to Education for All
MLA 2 National and regional education strategies and EFA action plans
MLA 3 EFA activities in the E-9 countries
MLA 4 Forging EFA partnerships and coordinating the EFA initiative
I.1.2 Strengthening inclusive approaches to education and diversifying delivery systems
MLA 2 Promoting literacy and non-formal education through the diversification of delivery systems
I.2 Building knowledge societies through quality education and a renewal of education systems
I.2.1 Towards a new approach to quality education
MLA 4 Preventive education in response to the HIV/AIDS pandemic
MLA 5 Promoting the use of information and communication technologies for education
I.2.2 Renewal of education systems
MLA 1 Reorienting general secondary education
MLA 2 Technical and vocational education and training for citizenship and the world of work
MLA 3 Reform, innovation and internationalization in higher Education

Two issues make the high degree of alignment between IIEP activities and UNESCO strategies and programmes unsurprising. The first is that UNESCO plans and strategies have many different layers and encompass a wide range of education subjects. Thus it could be said, as IIEP management themselves observe, that the UNSECO Education Programme is so broad that there is no problem "mapping" different IIEP activities onto it. The second reason is that planning and management are activities which are fundamental to the achievement of any education outcomes. In that sense, it is quite legitimate for IIEP to take on a wide range of activities.

While IIEP's can be seen to be strongly aligned with, or contributing to, UNESCO 's overall Education Programme, the reality is that neither the Institute nor UNESCO (nor the entire donor and development community) can do everything given the colossal needs of member states for assistance and investment in education. In a situation of scarce resources, governments and agencies must always prioritise their activities. From this standpoint, UNESCO's planning documents and process leave something to be desired - a view expressed by both IIEP and Education Sector Staff.

The current planning process, at least in terms of the Institute's participation in it, is largely a reactive exercise involving commenting on drafts and "retrofitting" of activities onto MLAs. A more open and consultative process would contribute to ensuring not only alignment of the activities of IIEP with the UNESCO Strategy but also appropriate prioritisation of the activities to be conducted.

In addition, there are three features of IIEP that mean that it is unlikely to make exactly the same priorities as the Secretariat. One is its functional autonomy – it is the Board's role to prioritise the Institute's work plan, and that is of course the intention of the statutes of the Institute. The second is the importance of extra-budgetary funding for the Institute. Non-earmarked budget support has been sought in recent years, which gives IIEP greater discretion in its prioritisation. However, a significant proportion of money is earmarked (i.e. attached to specific countries and projects or broad areas such as HIV/AIDS or emergencies). In accepting this funding, IIEP also accepts the priorities of their funders. In this regard, responsibility for deciding which earmarked projects are undertaken rests at the level of the Director, although the Institute has agreed criteria for such projects. No-one has asserted that IIEP are choosing projects which are outside of its mandate or inconsistent with the broad education aims of UNESCO. However, some Headquarters staff were concerned that, within the broad goals of IIEP, priorities appeared to be largely dictated by the need to mobilise funding rather than by UNESCO strategies and priorities.[13] It should also be noted that IIEP's donors are often also providing support to UNESCO and other development agencies in support of the same goals.

Does it matter which priorities are chosen, given the need? As one interviewee suggested, there may be some overlapping of mandates but it does not matter as long as there is no duplication. In a simplistic example, if country X and country Y are both in need of the same educational planning assistance (and assuming the expected impacts and likelihood of success are roughly equivalent) but there is only sufficient funding to assist one country, it may not matter which country is helped by IIEP from the overall perspective of achieving Education for All. Against that view is the possibility that UNESCO, as an organisation with limited resources, will achieve the largest impact from its efforts by leveraging its efforts. If UNESCO Headquarters or field offices are making other investments in country X, the addition of IIEP's support may provide a mutually reinforcing outcome or multiplier effect. Addressing this issue requires open lines of communication, not only about alignment but also priorities, between IIEP and the different parts of UNESCO, as well as with other partner agencies.

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[13] This comment could be constrasted with the observation that there is a general expectation among staff at the UNESCO Secretariat that extra budgetary funding should be the main source of funding for the education institutes.

Relevance to Member States

We surveyed UNESCO offices about the perceived relevance of the activities of all eight education institutes and centres. Figure 1 illustrates that, in relation to IIEP, respondents returned extremely positive views about the relevance of IIEP's activities to the education priorities and needs of member states. Research, training and technical assistance were overwhelmingly considered *very relevant*. Seminars, standard setting activities and international cooperation were all considered either moderately or very relevant, with a small minority considering that their facilitation of international cooperation was not relevant to Member States' needs.

Figure 1: Perceived Relevance of IIEP Activities to the Needs of Member States
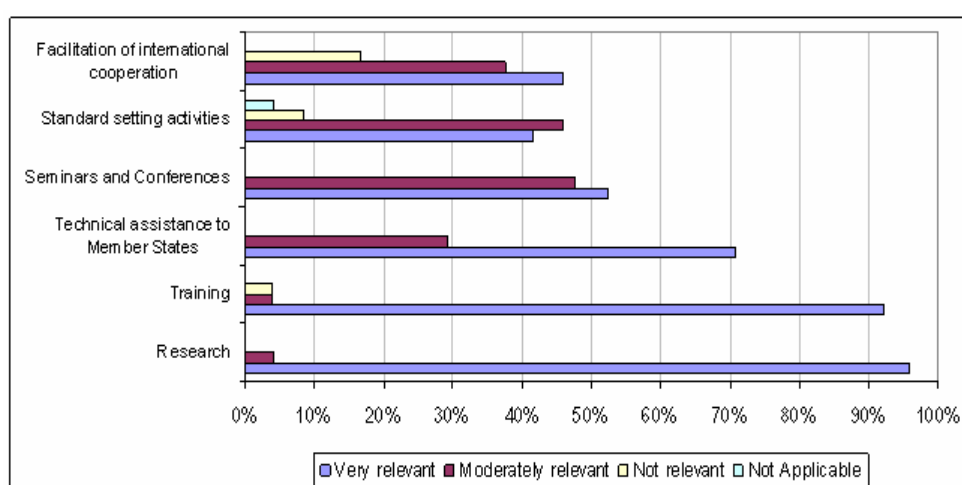
Source: Survey of Field Offices, Institutes and Centres

Recommendation:

1. IIEP and UNESCO (Education Sector and field offices) should engage in more open and proactive discussion and consultation during the development of the next Medium Term Plan and Biennial Programme and Budget to ensure relevance, alignment and appropriate prioritisation of resources.

LABORATORY OF IDEAS

"UNESCO will play a key role in anticipating and defining, in the light of the ethical principles that it champions, the most important emerging problems in its spheres of competence, and in identifying appropriate strategies and policies to deal with them"[14].

What activities are included and what were the expected outcomes?

IIEP's role as a "laboratory of ideas" comprises its research activities. The promotion of research into new concepts and methods of educational planning is one IIEP's two principal aims, as outlined in Article II of its Statutes. In addition, IIEP is requested by the General Conference in each biennium "to carry out research and studies aimed at the upgrading of knowledge in educational planning and administration". Reflecting this, IIEP describes in detail its intended research work programme in its Medium-Term Plan and annual Activities Reports. The research priorities for the current evaluation period and related expected outcomes are described in Table 3.

What activities has IIEP delivered?

A key aspect of IIEP's capacity building role is to keep abreast of current knowledge on educational planning and management, and to facilitate its dissemination in an accessible form to users of this information in member states. The Observation Programme aims to fulfil this by: monitoring emerging trends that are likely to affect the content and organisation of education in the future; and analysing new practices in educational planning and management. Observation activities usually span one or two years and are intended to inform the design of training programmes and influence research and operational activities. As part of the programme, IIEP organises two or more policy forums a year – one in Paris and one in Buenos Aires – and hold a seminar on a specialised topic, followed by reports and the preparation of monographs for the 'Fundamentals of Educational Planning' series of publications. Current priority areas of focus include: information technology; monitoring of international trends in educational planning and administration; investigation of new educational needs; monitoring and evaluation of educational policies and their impact on

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[14] C4 Medium-term strategy 2002/7

educational planning and management; education in emergencies; education for the elderly; and ethics and corruption in education.

In addition to the Observation Programme, IIEP has a detailed research work programme structured around the themes and research priorities in the table 3. The activities included under each research theme are varied. We were told that research into a new topic will typical begin with a survey of the 'state of the art' – listening and learning from countries' experiences to develop an understanding of the issue. This is particularly the case when a topic is newly entered into the Observation programme. Following the 'state of the art' report, a detailed research programme is developed including planned reports on the analysis and assessment of measures to improve the situation, which can take the form of case studies, monographs and/or synthesis reports for a range of countries. The measures taken to improve the situation may include setting up online portals or clearing houses, and specialised training, workshops and policy fora. A research work programme may take seven years to mature.

IIEP takes an integrated approach to their work. This means that the results from its research programme feed into the training materials of the Institute, and may generate flow-on operational activities or new training subjects. Also, in support of their general capacity-building brief, IIEP form national research teams using local researchers and ministry staff in the relevant country, who they either work with or support during research projects. National research teams form the basis for regional, sub-regional and national-level projects, such as research studies, workshops, production of databases and clearinghouses, and the setting up of networks. The aim is to build and strengthen national capacities in research and also to broaden the base of expertise on which IIEP and others can draw.

Table 3:IIEP Research Programme 2002-2007 : Priorities and expected outcomes

Item	Description	Expected Outcomes
Observation programme	Research on trends and patterns, new developments and issues that have not attracted separate extra-budgetary funding. Forums.	• Staying informed and updated on important trends affecting education • Continuous feedback from new activities and policies for the IIEP research and training programme • Regular review and adjustment of priorities, thus developing IIEP as a learning organisation.
Basic education for all	Increasing access to relevant basic education	• Analysis of large-scale educational projects and programmes, formal and non-formal, that have proved successful in addressing the needs of young people living in difficult circumstances. • Wide dissemination among educational managers and decision-makers of programmes which allow a good linking between formal and non-formal education. • Increased capacity of educational planners, as well as of project managers, to assess the quality and efficiency of educational projects and programmes targeting the most disadvantaged. • Support given to Member States in the formulation of integrated educational policies and strategies taking into account both formal and non-formal education.
	Developing policies and strategies for expanding secondary and post-primary education	• Case studies illustrating the variety of approaches followed by different countries to expand access to post-primary and secondary education • Identification of alternatives to formal secondary education that have worked in different contexts and provided quality education to out-of-school youth • Identification of strategies applied by developed and middle-income countries to ensure equality of opportunity and increase access for marginalised children to secondary education • Study on best practices concerning the use of new technology in secondary education • Training of planners and managers on how to increase access to post-basic education without endangering quality and educational opportunity.
	Improving school management in a context of decentralisation	• National and regional studies which analyze and compare decentralisation policies in education and examine their impact on access and quality • A Manager's guide, which summarizes the main lessons learned in this regard and proposes relevant strategies • Awareness raising of decision makers, through the organisation of seminars and policy forums where the programme's main outcomes will be presented. Several such seminars or forums will be organised, in different regions, focusing on senior-level ministry officials • Capacity building of educational planners and managers through the organisation of several workshops and courses on the above themes, in various regions.

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	Making better use of information at the local level to improve the quality of education;	• Design of a system for local monitoring of school quality by the setting up o f a local database and framework of indicators giving synthetic information on the functioning of schools to the local authorities • Development of a system for feedback to schools, so that each can perform self-evaluations and situate itself among the other schools of the district • Improved use of this information in two directions; vertical communication and horizontal communication (by creating an exchange between the different actors of the local level: administrative officers, inspectors, head teachers, teachers and parents) • Capacity building for planners and managers at different levels; providing training materials and presenting the needed methodological and technical steps as well as the main lessons to be drawn from the project.
	Initiating strategies for education in a context of HIV/AIDS	• Identification of tools and approaches to both determine impact as well as to respond to it – what works, what does not, and why • Development of promising strategies for helping the most vulnerable groups including girls, orphans and out-of-school youth • Development of promising management strategies for coping within both the formal and non-formal sectors at national and local levels • Capacity building of planners, researchers and community workers as well as strengthening of regional support networks.
Higher education and specialised training	Restructuring university administration, finances and technology to adapt to the new dynamic environment	• Deeper comparative understanding of the process of revitalization of higher educational institutions • Case studies illustrating the range and variation of institutional restructuring • Dissemination of findings and their implications to national governments and institutions • Teaching material to be used in different courses.
	Enhancing capacity of higher education in developing countries	• Reporting results from different countries which analyze and compare the developments in the university sector • Assessment of the magnitude of the impact of the decline of public funding on universities and proposals for possible countermeasures • Dissemination of these results to planners and policymakers • Training of university managers
	New mechanisms for assuring quality in the global higher education market	• Comparative data on national developments and responses to these new challenges • Systematic information on quality control and accreditation in the new global environment of higher education.
	University-industry-government linkages	• Deepened understanding of evolving university-industry relations • Case studies illustrating the variety of approaches used by different institutions and countries in managing university-industry linkages • An inventory of policy and planning instruments for decision-makers at the national and institutional level • Training of institution officials on issues and opportunities in university-industry relations.
	The 'virtual university'	• Case studies mapping the range and variety of organisational models and challenges for management • Increased understanding of problems and opportunities posed by virtual universities, in particular as these bear on the digital divide • Identification of the main planning and management challenges as well as policy implications at the institution, country and international level • Dissemination of findings through publications, policy forums and on-line debate.

	Improving the provision and relevance of profession education and training	• Better knowledge of the range of systems available for professional education and specialised training • Policy guidelines to improve the efficiency and responsiveness of professional education and training • Identification and dissemination of good practices in the management of technical education and training institutions • Development of training materials for heads of technical education and training institutions.
Monitoring educational quality	New mechanisms for assessing quality Expanding training in modern computer-based research methodologies Training tomorrow's educational planners to become 'Information brokers' Replicating research consortia for monitoring the quality of education	• Improved conceptualisation of educational quality • Increased understanding of the links between policy measures and educational outcomes in different social and national contexts • Further improvement and accessibility of IIEP's survey sampling software systems and their use in training programmes for educational planners and researchers • Development and delivery of training programmes on computer-based methodologies for monitoring the quality of education (including sampling, data management, data archiving and data analysis.
Education finance and management	Better understanding of education costs	• Strengthened national capacities in assessing educational costs • Improved efficiency in the mobilisation and management of educational resources • For countries requesting it, assessment of total educational expenditures and unit costs by level.
	Analysis of the different kinds of school financing and management	• Improved knowledge of the partnerships established, achievements made and problems encountered in private and community schools • Translating research on the many organisational models found into lessons for planning, policy-making and management.
	Anticipating needs and improving budget preparation	• Increased knowledge from research on budget preparation, presentation techniques and negotiation processes to enhance the policy dialogue between planners and officers of ministries of finance • Techniques made available for structuring budgets so that they accommodate the needs of decision makers and managers • Simulation models for quantifying different scenarios for developing the education system as well as assessing the financial, material and human resources required by the different scenarios.
	Using audits to improve management systems	• For countries requesting it, analysis of their educational management system, particularly in the area of human resource management • Enhanced understanding of how ethics contribute to good management, through case studies and audits of current management practices in the education sector • Research translated into guidelines for action, and training modules for managers and planners in education aimed at enhancing management practices.
	Improving the information system for management and monitoring	• For countries requesting it, improvement of their educational information system: questionnaires and procedures for data collection and processing, analyses of information needs and design of statistical publications, as well as the construction of systems of indicators • Experiences translated into guidelines for action, and training modules designed to improve the professional skills of educational planners.

How effective are these activities in contributing to IIEP and UNESCO objectives?

Surveys of IIEP stakeholders indicated a high level of awareness of IIEP's research function. When asked what their or their organisation's involvement with IIEP had been, 56 per cent said research and 53 per cent also said they had made use of IIEP's work. Stakeholders rated the research of IIEP as generally *very effective*. An illustrative comment from the survey was that "IIEP has generated lots of pioneering ideas on policy issues".

The survey asked about the effectiveness of IIEP in meeting the goal of "Carrying out research and studies aimed at the upgrading of knowledge in educational planning and administration and at the production sharing and transfer of knowledge and the exchange of experiences and information in educational planning and administration amongst Member States". As illustrated in Figure 2, 58% percent of respondents said IIEP was *very effective* in meeting this goal – the highest percentage for any of the goals surveyed - and a further 38 per cent thought IIEP was *effective*. No one suggested it was ineffective in meeting this goal. UNESCO field offices also rated the usefulness of IIEP research very highly. Ninety per cent found the thematic studies very useful, and 82% found the country studies very useful.

Figure 2: Stakeholder views on effectiveness of IIEP research
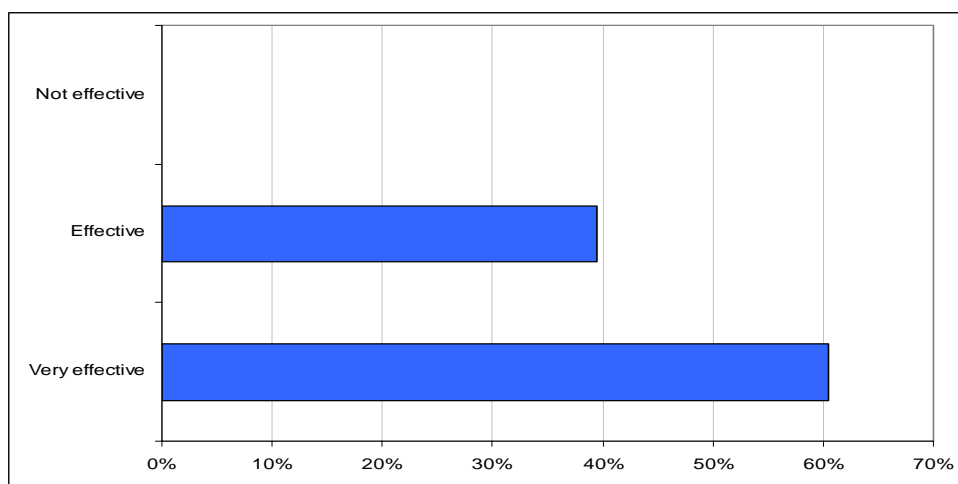
Source: Survey of Stakeholders

Evidence for the impact of the information generated by IIEP can also be found by examining how widely the information is used. It was claimed by IIEP staff that when the Education Sector database is complete, much of its contents will be from IIEP. A presentation by the World Bank on progress on EFA in October 2005 quoted SACMEQ data, and more generally IIEP felt that they had paved the way in some areas by being the first to identify gaps and commission research.

IIEP's effectiveness in its role of a laboratory of ideas is not only to be measured by the quantity of ideas generated, but also their relevance and importance. UNESCO wants to play a key role in anticipating and defining, in the light of the ethical principles it champions, the most important emerging problems in its spheres of competence[15]. As an example of this, IIEP staff, some survey respondents and interviewees suggested that the anti-corruption initiative of IIEP reflects both the value of IIEP's autonomy and the quality of its laboratory of ideas. Corruption was a difficult topic to deal with (both analytically and in terms of its sensitivity) and it was suggested to us that a lot less progress might have been made in this area if the research had first to be approved through a General Conference vote rather than by the IIEP Governing Board.

Illustrative example: Ethics and corruption in education

IIEP identified ethics and corruption in education as an activity under its observation programme in its Seventh Medium-Term Plan for 2002-2007. Priority was given to this because several studies had been published emphasising the negative impact of corruption on the development of countries, and the strong correlation between corruption and poverty. Reasons why corruption in education was considered important included the high proportion of countries' budgets spent on education and the growing evidence that integrity in an education system increases not only the efficiency but also the quality and equity of education.

In the Medium-term Plan, IIEP undertook to survey the field, produce state-of-the-art papers and monographs, and undertake case studies. By October 2003 much had been accomplished: the proceedings of a research workshop organised by IIEP had been published; relevant material had been gathered and placed on IIEP's web site; a pilot methodological case study had been proposed with Mexican authorities; a paper had been prepared on academic fraud and two comparative studies had been produced, on formula funding and teachers' codes of conduct. In addition a monograph on the production and distribution of textbooks in French-speaking Africa was prepared. One year later, the 'ETICO' database on IIEP's website held 160 references and links to approximately 60 agencies and programmes. A total of five titles had been published in the series 'Ethics and corruption in education' including those mentioned previously. IIEP has also presented its findings at a number of major international events regarding anti-corruption and prepared, in 2004, a mid-term synthesis report which looked at both to conceptually analyse the issue and strategies for improving transparency and accountability in the management of the education sector.

The outcomes achieved include: bringing the issue of corruption in education to the attention of stakeholders; and the gathering and dissemination of successful stories about curbing corruption. IIEP have also reinforced capacity for Member States in this area, and have strengthened their cooperation with other anti-corruption agencies such as the Open Society Institute and Transparency International as well as the World Bank.

Challenges

The comprehensiveness of IIEP's research programme does present a potential risk to the efficiency of UNESCO's work overall. As the research programme shows, IIEP undertake work in areas such as technical and vocational education and training and Higher Education, where other Institutes have some role (UNEVOC, CEPES, and IESALC). As long as IIEP's

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[15] *www.unesco.org*

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focus is on the educational planning and management in these areas, and the institutes and HQ are aware of each other's work, this may not be a problem. In the longer term, should the Institutes' mandates remain the same, it may be appropriate that IIEP's focus is narrower and that other Institutes undertake some of the research currently done by IIEP. This might be facilitated by those Institutes working collaboratively with IIEP to build their capacity in educational planning and management along with their specialised sector skills.

Illustrative example: Improving the provision and relevance of technical and vocational education and training (TVET)

This programme, as initially described in the Medium Term Plan, had two components – the upgrading of management and the strengthening of linkages between professional education and training and evolving labour markets. Case studies, monographs, training, workshops and policy forums were all envisaged.

By 2004 a variety of outputs had been produced. A policy seminar and publication on 'lifelong learning policies in medium income countries was made in collaboration with partners in Korea, Australia and Japan; a comprehensive study was made on the cost of TVE institutions in the Philippines, followed by a national workshop. At the request of the World Bank, two surveys were made on private TVET providers in Ghana and Zambia, which subsequently included training researchers in those countries, contributing to the policy dialogue as reforms were taking place, and the publication of reports. A study was made of experiences of Further Education and training college governance in South Africa and, as a joint exercise with UNESCO HQ and field offices, country reports and national seminars were prepared in Lao PDR, Mali, Nepal and Senegal on supporting policy formulation and the integration of a vocational skills training component in EFA National Action Plans.

Overall outcomes include the building of national capacity and advocacy for the importance of skills development plans in EFA and the monitoring of these.

Recommendation:

2. IIEP should adopt a more collaborative approach to research done in fields of interest of other UNESCO Institutes and the Education Sector, with a view to mutual sharing of expertise and strengthening of other Institutes.

CLEARING HOUSE

"UNESCO has a role in gathering, transferring, disseminating and sharing available information, knowledge and best practices in its fields of competence, identifying innovative solutions and testing them through pilot projects."

What activities are included and what were the expected outcomes?

Table 4 describes the main activities and expected outcomes of IIEP in relation to its clearing house function.

Table 4

Item	Description	Expected Outcomes
Publications	Many including IIEP Newsletter, flagship series "Fundamentals of Educational Planning", and IIEP research reports.	• To produce and publish a total of about 100 reports, most of them from IIEP's own research projects • To make available a wider range of the teaching material, partly for self-instruction with support via the Internet, partly for use at co-operating institutes in the different regions of the world • To make IIEP's publications available on the internet.
Website	The website is intended to update partners on IIEP's activities as well as making practical tools and teaching materials available to stakeholders.	
Website IIEP Buenos Aires	This site contains IIEP-BA's publications, information on courses, events and forums in Latin America, and links to the BA virtual institute.	
Documentation Centre	IIEP Paris maintains a large collection of books, reports, journals, videos and CD-ROMS which it makes available to internal and external users. The Documentation Resource Centre stores over 28,000[16] titles on educational planning and management from around the world and maintains a searchable database and catalogue system which is accessible on the IIEP internet site.	• Extended range and easier access to IIEP's information resources for external and internal users • Provision of better distance resources for former IIEP trainees • Expanded services to the network of depository libraries, including assistance with computerisation and training of their staff, and in turn links to their collections via IIEP's web site.
Depository Library network	IIEP maintains a network of libraries to which it contributes its publications.	
HIV/AIDS Clearing House	The HIV/AIDS Impact on Education Clearinghouse is one of five UNESCO clearing houses on HIV/AIDS. It is based at IIEP and is an interactive portal providing access to information and resources on the impact of HIV/AIDS on education and responses to mitigate the impact.	The Clearing House forms part of the research sub-programme on HIV/AIDS which has the following expected outcomes. • Identification of tools and approaches to both determine impact as well as to respond to it – what works, what does not, and why • Development of promising strategies for helping the most vulnerable groups including girls, orphans and out-of-school youth • Development of promising management strategies for coping within both the formal and non-formal sectors at national and local levels • Capacity building of planners, researchers and community workers as well as strengthening of regional support networks.

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[16] *43 GB/4 IIEP Report of Activities, 2004*

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What activities has IIEP delivered?

Publications

Publication and documents by IIEP have been steadily produced throughout the period of the evaluation period, as illustrated in Table 5. In addition to the number of publications, an increasing number have been translated into languages other than French and English. IIEP has its own editorial service and print-shop which have produced a broad range of hard copy and electronic publications, including teaching materials for the ATP providing publishing services for member states and other organisations on occasion.

Table 5: **Publications by IIEP**

Year	Number of publications
1999/00	19
2000/01	20
2002/3	24
2003/4	52

Source: IIEP Activities Reports

Newsletter

IIEP distributes a quarterly Newsletter (in English, French, Spanish and Russian language versions) to 12,000 recipients. The newsletter covers topics within educational planning and management and updates readers on IIEP's activities.

Websites

The IIEP (Paris) website grew from 180 pages in 2002 to 600 in 2004 (200 per language). Page views have also increased significantly over the evaluation period.

Table 6: IIEP Web Site Statistics

IIEP website (Paris)	Page views
Jan 2003	3,719
Jan 2004	19,285
IIEP Buenos Aires website	**Registered users**
2002/03	3,900
2003/4	5,448

Source: IIEP Activities Reports.

The Documentation Centre

The Documentation Centre in Paris holds a large range of publications (books and periodicals) and 'grey material' (e.g. unpublished seminar and workshop proceedings and government papers). Its stocks are updated to meet the needs of the staff and trainees of IIEP-Paris. The Documentation Centre is open to specialists or researchers in educational planning and management, post-graduate students in development or educational sciences, and trainees at the IIEP or UNESCO. However, only current IIEP trainees and staff and UNESCO staff may borrow books.

Table 7: Documentation Centre Holdings

Item	Number
Books and documents:	18,204
Articles from periodicals:	4,547
Current paper periodicals:	245
Current electronic periodicals:	254

Source: IIEP Activities Reports

The holdings of the Documentation Centre are considered to be relatively unique. Excluding IIEP UNESCO publications, World Bank and other UN agency publications, no more than ten per cent of the database is in common with any other UNESCO or UN library. It was suggested by IIEP staff that a number of the historical holdings, for example on the education sector in a developing country, would no longer be available in their originating country.

The catalog of books, periodicals and other documents is available to be searched on the IIEP website. In addition, some references are available electronically as full-text documents. However, for most publications users need to visit the physical centre in Paris. While loaning is permitted to UNESCO offices, the Centre does not participate in inter-loans schemes between libraries as many of its holdings are considered too difficult to replace if lost.

Documentation Centre staff manage their own reference databases and also assist in the development of other IIEP databases on ethics and corruption in education (ETICO), on university student aid systems (EDLOAN), and on education strategies for disadvantaged groups (EPIDEF).

Depository libraries

The Depository library network was begun in 1991 "to combat the penury of books and documents in developing countries" and to make available IIEP reports to a broader public of specialists. IIEP depository libraries are existing libraries in the ministries of education,

planning departments, universities, UNESCO institutes, and training and education research institutes. The number of libraries in the network increased from 170 in 1999 to more than 190 by October 2004.

When a library becomes a member of the network, approximately 485 publications in English or 250 in French are distributed. Every year, new publication are also sent out. One of the issues for those supplying publications to the depository library is ability to keep in touch and ensure that the publications are available as agreed. One of the steps taken to achieve this is the use of a questionnaire, which is administered by IIEP staff when they visit countries on a mission. The relevant staff member is asked to visit the library during their trip. IIEP trainees are also encouraged to visit depository libraries near them.

HIV/AIDS Clearing House

Launched in February 2003, the HIV/AIDS clearing house on education, which had 400 documents online in late 2003, has grown to approximately 1,500 documents.

Awareness of the clearing house has been increased during the evaluation period by a mailing campaign in 2004 and also promotion of the portal at seminars and conferences. The clearing house has developed links with other providers to offer common entry points. Training in uploading information was undertaken in Central and West Africa, which increased national capacities and improved the likely use and utility of the portal.

The HIV/AIDS Clearing House has a monthly electronic newsletter that identifies new items on website. This is circulated to UNESCO, co-sponsors and others – with distribution now at 3,000. People regularly request to be added to the subscription list. For those without access to the internet, CD-ROMs are produced and distributed.

Web site statistics on users show that the clearing house receives approximately 8,000 visits per month. Membership of the site is optional and involves request an account and logging on. Membership has increased significantly from 200 members last year to 650 members currently. While it is difficult to be certain of the location of users, as it depends on the location of the internet service provider (ISP), about half appear to be from Africa and the rest are mostly from Europe and North America, with ten per cent from Asia and six per cent from Latin America. A survey of members by clearing house staff indicated that 30 per cent are from universities (e.g. PHD or academics), ten per cent from UNESCO, ten per cent from UNAIDS, and 30 per cent from NGOs.

How effective are these activities in contributing to IIEP and UNESCO objectives?

In the stakeholder survey, over 80 per cent of respondents said that they stayed informed about IIEP's activities through IIEP publications. The same proportion also had personal contact with IIEP staff. Just under 20 per cent indicated that they had virtual contact through internet forms. While the survey was only able to ask generally about communications and publications, rather than about specific topics, series or modes of dissemination, there was no doubt that the general feeling of stakeholders was very positive. Over 90 per cent of stakeholders stated that IIEP's communications and publications had made a big (76%) or some difference.

Fifty nine per cent thought that the Documentation Centre made a big difference – a possibly surprising result given the relative inaccessibility of the centre to those out of Paris (although the internet holdings have increased). Respondents may have had some difficulty interpreting this question.

Of field office respondents, 73 per cent found IIEP's information and clearing house services very useful and a further 27 per cent moderately useful. When asked how much of a positive difference each education institute or centre had made to improving access to and the quality of information on education, IIEP had by far the most positive response, with 72 per cent of field office respondents ascribing a *big difference* to its work.

Challenges

In terms of dissemination, IIEP like UNESCO itself faces a challenging task in a changing environment. In the field of communications, the tools used must be those which reach the target audience. In IIEP's case we were told that this meant that paper-based communications remained the most important (for example with the IIEP newsletter), as the mail systems of less developed countries were more reliable than access to the internet. However, the newer HIV/AIDS clearing house is predominantly an electronic resource, although it provides other modes such as CD ROMs for those without online access. It may be that over time the benefits compared to the costs of continuing with significant paper-based newsletters will cease to be favourable, as their audience become more accessible electronically.

IIEP runs a significant print shop operation in Paris, which produces the bulk of their publications as well as teaching materials for use in the training programmes given on site. There are significant costs associated with such an operation. We note that in increasing the amount of IIEP reports accessible on the website, IIEP have found difficulties in cost-recovery compared to the sale of printed documents. This is particularly a concern when the users are not countries in need (e.g. students in developed countries). It seems likely that

over time more material will primarily be accessed by electronic means, which may make the economics of retaining a print shop at IIEP less favourable.

> **Recommendations:**
>
> **3.** IIEP should review its dissemination strategy each biennium, in particular the balance between printed and electronic material, to ensure both ease of access to information and cost effectiveness.
>
> **4.** IIEP should undertake a review of the economic benefits and costs of operating a print shop compared to outsourcing these services before the next medium term plan or before major cost commitments are made.

STANDARD-SETTER

"UNESCO will serve as a central forum for articulating the ethical, normative and intellectual issues of our time, fostering multidisciplinary exchange and mutual understanding, working – where possible and desirable – towards universal agreements on these issues, benchmarking targets and mobilizing international opinion." [17]

What activities are included and what were the expected outcomes?

There is a question as to what extent IIEP should be playing a 'standard-setting' role and about how that role is to be interpreted. In the Principles and Guidelines for Category One Institutes, the purpose of an institute "may encompass [serving as a] standard-setter (e.g. in the areas of classification and accreditation) as well as with respect to methodologies". IIEP does not have formal responsibility for standard-setting (in the sense of formal mechanisms for establishing standards and norms), nor has it been suggested to us that it should be. There are no international standard-setting instruments for which IIEP has been assigned responsibility, unlike for some institutes (e.g. IESALC in relation to accreditation of higher education qualifications). Nevertheless, some IIEP activities, as we discuss below, could be interpreted as contributing to a standard-setting role.

What activities has IIEP delivered?

As discussed above, none of IIEP's formal activities and expected outcomes are classified under the standard-setter role and therefore there are no performance expectations for IIEP in this regard. However, interpreting standard-setting in a broad sense, IIEP is making a positive contribution to standard setting through its dissemination of best practices. A good example is the SACMEQ project, which developed and standardised research methodologies for measuring educational quality as part of its work and then promulgated that approach through the SACMEQ network. Other examples include the methodologies developed in association with activities such as Education Management Information Systems in various

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countries. This role is also played through it offering standard training qualifications (i.e. the Diploma and Master's certificates) and also through the dissemination of training materials to promote a consistent approach to teaching.

How effective are these activities in contributing to IIEP and UNESCO objectives?

The lack of a formal standard-setting role for IIEP was reflected in our survey findings. Of the UNESCO functions offered, standard-setting was mentioned the least by stakeholders in relation to IIEP.

Some respondents and interviewees suggested that IIEP may be able to play more of a standard-setting role through training accreditation, and thereby contribute to their institution-building aims and increase its reach to the population of educational planners. For example, IIEP have received requests to accredit or certify courses in educational planning and management offered by other institutions. IIEP indicated to the evaluators that certification of other institutions' courses would be a major step – 'one for the next ten years' and that IIEP would need to be completely secure and comfortable with their own Masters programme before certifying others. The evaluators note that although the subject of certification came up when IIEP management were specifically asked about the standard-setting role, it was not canvassed as an option in the Governing Board paper on potential ways for IIEP to increase the scale of its training impact. Given that institutions have actively requested certification, it may be an opportunity worth investigating further.

More generally, IIEP management did not see their role as defining how planning and monitoring should be done around the world. While IIEP is keen to disseminate training materials, for example, it is also concerned about how they might be used and noted that strict standardisation is not possible or desirable, since training must be tailored to context. Nevertheless, IIEP has invested significantly in the production of training materials in 15 domains of educational planning, which will be placed on the internet and/or CD ROMs to be disseminated to training institutions throughout the world.

Recommendations:
5. IIEP should consider whether certification of other educational planning and management courses would make a positive contribution to the goals of EFA and, if so, develop a plan for working towards this objective in time for the next medium term plan.

CAPACITY BUILDER

"UNESCO will organize international cooperation for servicing its stakeholders, especially its Member States, in building human and institutional capacities in all its fields of competence."

IIEP's raison d'être, as outlined in its Statutes, is to promote instruction on educational planning to senior civil servants, educational planners and economists or experts attached to institutions responsible for the promotion of social and economic development. In accordance with this, IIEP describes its mission as increasing member countries capacity to draw up coherent plans for their education systems and to make them work – to help build the institutional framework by which education is planned, delivered, managed and monitored.

Capacity building is supported by all of IIEP's activities. However, two sets of activities have particularly important direct influences: training and operational activities. That is not to say that other aspects of capacity building, such as establishing regional networks of training institutions and the dissemination of teaching materials do not make an important contribution to capacity building. Their contribution is simply less direct and will be covered under other headings (e.g. catalyst for international contribution and standard setting).

What activities are included and what were the expected outcomes?

Training

Table 8 illustrates the main training activities of IIEP and the outcomes that those activities were expected to achieve over the evaluation period. The expected outcomes are drawn from IIEP's 7th Medium-Term Plan, which covers the period 2002-2007. The outcomes are also consistent with those outlined in UNESCO's biennium programme and budgets (30, 31 and 32 C/5s).

Table 8: IIEP Training Programmes and Expected Outcomes

Training Programme	Description	Expected Outcomes
Advanced Training Programme (ATP) – Paris	Established in 1965, the ATP trains approximately 35 experienced education managers and professionals every year who have been involved at a relatively senior level in educational reform processes at national, regional or provincial level. Priority is given to trainees engaged with follow-up to the Dakar Framework of Action, those who will return to train educational planners in their home countries, specialists in certain areas of educational planning and management in short supply and those involved in managing education systems in situations of crisis. The programme is a 9-month intensive residential course taught in English and French. It is modular based (with a common core plus specialised modules) and requires completion of an end-of-term paper. Participants who complete the programme are awarded an International Diploma in Educational Planning and Management and a Masters programme is also offered.	Contribute to capacity building in UNESCO Member States by graduating some 200 candidates in the Advanced Training Programme. Direct and indirect contributions to the Dakar Framework of Action An International Master's degree in Educational Planning and Management Continuous updating of the programme to respond to the current needs and professional developments in the field of planning and management.
Regional Course on Educational Planning - Buenos Aires	The Regional Course on Educational Planning comprises the common core of the Advanced Training Programme, adapted to suit Latin American conditions. It is a 3-month intensive residential course held annually between September and December in Buenos Aires. It was first offered in 1999 and, since then, has provided training to more than 200 staff.	Contribute to capacity building in UNESCO Member States. Direct and indirect contributions to the Dakar Framework of Action Continuous updating of the programme.[18]
Visiting Trainees Programme	A more flexible, short-term option for those eligible for the ATP but whose professional commitments prevent them from attending the longer programme. The programme accepts between 25 and 30 trainees per year and involves trainees attending specialised ATP modules that are most suited to their needs.	Capacity building in Member States by accommodating some 30 Visiting Trainees per year. Expanded number of specialised modules open to short-tem participants.

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[18] Expected outcomes are not recorded in the Medium Term Plan but are inferred from the annual reports by the Director on the Activities of the IIEP.

Specialised courses and workshops	Due to the limited availability of training in educational planning and management at a national level in member countries, and owing to a lack of sufficient critical mass of trainers to make a difference at a country level, IIEP organises one to four week specialised courses and workshops. The courses are offered locally at the national or sub-national level and are customised, in cooperation with national authorities, to take account of local conditions and problems. In addition, IIEP also offers one-week courses and workshops for special groups (e.g. aid agencies) on specific topics.	Three international courses per year at regional or national level.

Two seminars per year on monitoring progress and implementation of the Dakar Framework for Action.

One training seminar per year for experts from agencies involved in international cooperation on education.

An annual Summer School at IIEP on a specific technical topic. |
| The Virtual Institute | The Virtual Institute is an ICT-based platform through which IIEP offers distance education courses, internet-based discussions and a forum for the IIEP Alumni. Each year a small number of distance courses and forums are held. | Growing expertise in the use and management of a broader range of distance education courses via the Internet and other media.

Capacity building by way of two annual distance courses and an annual Net forum.

A functioning electronic network of IIEP alumni. |

The evidence on the activities and effectiveness of IIEP reported below indicates that all of the expected expectations listed above have been met or exceeded.

Operational Activities

Operational activities involve IIEP responding to specific requests for advice and support from Member States and/or donor agencies. Such activities are organised as projects that can span a range of activities (e.g. audits of organisational units or practices, support for planning, input for curriculum design, reorganisation of university management, and recovery after natural disasters among others). In addition to its own staff and resources, IIEP works closely with relevant UNESCO divisions and other agencies, and with its network of experienced and highly qualified professionals, to help implement operational activities.

The expected outcomes from operational activities include:

- Effective responses to a number of UNESCO Member States requesting assistance for the Dakar follow-up with respect to diagnoses of education systems, preparing plans and developing strategies for implementation;

- Co-ordination of donors active in this field;

- Development and testing of training material and manuals for planners and managers in emergency situations;

- Use of this material in IIEP's regular programmes and by officials in affected countries, agencies, donors and NGOs;

- Development of instruments for project design and implementation, based on the documentation available from international agencies and donors; and

- Training workshops at the national and local level, and policy forums for ministries of education.

As we outline below, we find evidence of IIEP meeting all of the above expectations.

What activities has IIEP delivered?

Training

Advanced Training Program

Through its annual ATP courses, IIEP trains educational planners and managers to develop programmes, structure their financing and implement them. In short, to design, manage and monitor educational development. The philosophy of the ATP is to create 'national experts to international standards' not to create 'international experts' – the aim is for trainees to return to their home countries to make a positive contribution to development.

The ATP is a professional rather than an academic course. While it covers theory of educational planning and management, and research practices, it is focussed on strengthening core analytical competencies, developing skills for strategic management and leadership tasks

in education, providing tools for building and using information systems for decision-making. Importantly, it does this from the perspective of fostering comparative perspectives on education, including by enabling interaction amongst trainees drawn from different parts of the world.

The ATP is a nine-month study programme that includes:

- A pre-programme In Country phase during which trainees prepare for the residential phase of the course, including producing a paper on the education system in their country;

- The Core Courses phase (first semester), during which all ATP trainees complete a common set of modules, which are focussed on developing professional skills (e.g. how to undertake education sector diagnosis, develop policies, prepare action plans and to assess their feasibility) as well as providing practical skills (e.g. negotiation and project management);

- The Specialisation phase (second semester), during which trainees elect the specialised modules they wish to study. These modules are designed to improve the capacities of trainees to undertake more in-depth analysis of particular aspects of educational development strategies and programmes and to master different planning and management techniques. The modules are taught by staff with specific experience in research and teaching in their respective areas; and

- The final phase is devoted to the preparation of a Research paper for Diploma candidates and the Thesis for the Master's candidates.

In terms of assessment, the Core Courses phase is assessed by examination at the end of the first semester. Participants who do not pass on the first attempt (usually 10-15%) can make up missing points later on in the programme. During the specialisation phase, trainees are assessed by way of individual and group assignments. The Research papers are evaluated by a Term Paper Evaluation Committee, comprising two members of the teaching staff and the Head of the Training unit. Typically, the majority of trainees are awarded a Diploma on the basis of their term paper, although some are required to add elements and/or deepen parts of their paper to obtain the diploma. Some participants receive certificates of course completion only, indicating that the Institute is committed to protecting the reputation of its training course and maintaining quality standards. Theses are also reviewed by IIEP staff but, in addition, are subject to an external assessment.

Up until the start of this evaluation period, approximately 1,300 candidates from 151 different countries had participated in the ATP. The trainees are generally experienced senior- and middle-level managers and professionals of education working at the national, regional or provincial level. Table 9 shows the number and geographic origin of participants on the ATP since 1999/00. In recent years, the number of participants has been down on the levels seen in 2000/01 and 2001/02, reflecting the difficulty of the funding environment for

scholarships. However, the number of participants is on target to just achieve the target of 200 trainees for the 2002-07 period covered by the 7th Medium-term Plan.

Table 9: Number and Geographic Origin of ATP Participants

	1999/00	2000/01	2001/02	2002/03	2003/04
Participants	34	42	38	31	32
from Countries	28	36	32	29	29
from Regions - Africa - Arab States - Asia and Pacific - Latin America and the Caribbean	 21 4 8 1	 24 5 8 5	 24 2 10 2	 17 1 7 6	 17 3 9 3

Source: IIEP Annual Activities Reports

The number of applicants to the ATP is routinely 3-5 times the annual capacity of the course (approximately 35-40 participants), as illustrated by table 10. Reflecting this excess demand, it is relatively common for candidates admitted to the programme, but who could not attend due to the lack of a fellowship, to apply the following year. Minimum entry criteria include a relevant university degree, together with at least 3 years professional experience of educational planning or administration. Over the years the level of qualifications of the trainees has risen. Many already have a Master's degree and a few even have a doctorate, which is an indication of the value attached to the course (Woodhall and Malan, 2003).

Table 10: **Number and Geographic Origin of ATP Applicants and Participants**

	2001/02	2002/03	2003/04	2004/05
Africa				
Applicants	73	97	92	106
Selected	27	24	24	29
Participated	23	16	17	20
Arab States				
Applicants	8	16	10	13
Selected	3	5	5	3
Participated	3	2	4	3
Asia-Pacific				
Applicants	13	22	33	26
Selected	12	10	14	13
Participated	7	7	8	4
Latin America				
Applicants	3	16	13	10
Selected	3	8	5	6
Participated	3	6	3	3
Europe				
Applicants	2	3	1	2
Selected	2	-	-	-
Participated	1	3	1	2

Source: IIEP

Given constraints on the scale of the program and the consequent need to ration selection, IIEP gives priority to the following types of trainees:

- Educational planners and managers engaged in the follow-up to the Dakar Framework for Action (i.e. developing or strengthening national plans, securing funding or implementing them);

- Personnel who can themselves train educational planners in their home countries;

- Specialists in crucial areas of educational planning and management (e.g. non-formal education, Education Management Information Systems (EMIS), monitoring of educational quality, financial management and human resource management); and

- Managers having to cope with burning issues, such as poverty alleviation, the impact of HIV/AIDS on education systems, or other emergencies and disasters requiring immediate action plans and quick but effective responses.

Table 11 shows the institutional origin of participants on the ATP. The vast majority of participants are representatives of member state governments, mostly ministries of education.

Table 11: Institutional Origin of ATP Participants

ATP Participants	1999/00	2000/01	2001/02	2002/03	2003/04
Member State Governments	32	36	33	27	28
Member State Universities	1	3	2	1	3
Other Member State	0	3	2	1	1
UNESCO	0	0	1	0	0
Other Government	1	0	0	0	0
Other NGO's	0	0	0	2	0

Source: IIEP Annual Activities Reports.

The ATP has evolved significantly over the evaluation period. Key changes to the programme include:

- The name of the programme was changed in 2000 from the Annual Training Programme, in order to more clearly distinguish it form the other IIEP courses;

- From the 1999-00 academic year, the course has offered a Diploma , following increasing demands from Member States and former trainees for greater recognition of the qualification. Consequently, a system of assessment standards was introduced for the evaluation of assignments and tests and an end-of-term research paper was introduced;

- Since the 2002/03 ATP session, the Institute has also offered a professional Master's degree as an extension of the diploma (see box below). This involved significant changes to the structure and content of the ATP modules and the introduction of new assessment procedures, including the introduction of external assessment for the thesis component;

- Throughout the period 2000-2004 there have been regular revisions to the structure and content of the ATP (e.g. adding new modules and merging others), reflecting changes in the academic discipline (e.g. incorporation of up-to-date research findings), the need to balance the common core and specialist aspects of the course (e.g. extending the duration of the common core and introducing rotation of modules during the specialisation phase) and the evolving needs of participants (e.g. providing more guidance and support to trainees completing the term paper, and a greater emphasis on leadership and communication skills).

Development of the ATP Master's Programme: An example of active governance

A key achievement for the Institute during the evaluation period was establishment of a Master's in educational planning and management. This development was formally proposed in IIEP's current medium-term plan and first offered in 2002/03.

The decision to establish a Master's programme and its subsequent development have been thoroughly debated within the Institute and its Governing Board. When first proposed, the Board were initially not satisfied with some of the precepts and details of the programme. As a result a Planning Committee, comprising some members of the Board, the IIEP Director and Deputy Director and senior staff members was formed by the Board. The committee was chaired by a member of the Board and met a number of times to "thrash out" some critical issues. The refined proposal was brought back to the Board a year later and subsequently approved.

The Master's programme is regarded as still undergoing its trial period and it continues to undergo the close scrutiny of the Board. Currently, approximately one third of ATP trainees qualifies for and elects to do the Master's option. The introduction of the Master's programme also caused IIEP to restrict admission to the ATP to 30-35 trainees due to increased workload.

Regional Course on Educational Planning (Buenos Aires)

The contents of the Regional Course are based on the Core Courses of the Paris-based ATP. However, the teaching materials are translated into Spanish and tailored to the Latin American context. An admissions committee receives applications from participants and notifies successful applicants.

Content for the Regional Course is revised annually and takes the changes to the ATP's common core modules as the starting point. As with the ATP, there have been a number of revisions to the structure of the Regional Course over the evaluation period (e.g. the addition of new modules, such as on the design and evaluation of educational programs). In 2004, IIEP – Buenos Aires entered an agreement with the University of Tamaulipas (Mexico) to offer Regional Course participants the opportunity to study towards a Master's degree, with the university agreeing to recognise the training modules developed by IIEP.

Table 12 shows the number and geographical origin of Regional Course participants over the period 1999/00. Over the five year period, 127 trainees from 18 countries have completed the course. The majority of candidates are from the Mercosur (plus Chile) countries, with the host country, Argentina, contributing almost one-third of trainees. The reach into other areas of the continent is somewhat less, although each year there is a number of participants from the Andean Community, Caribbean and the Mexico and Central American regions.

Table 12: Number and Geographic Origin of Regional Course Participants

Regional Course (BA)	2000	2001	2002	2003	2004
Participants	31	26	25	20	25
From Countries	12	12	10	10	9
from sub-regions - Mercosur and Chile - Andean Community - Caribbean - Mexico and Central America - Non-LAC	 19 3 4 5 0	 18 2 2 3 1	 14 3 4 4 0	 13 2 2 3 0	 18 4 2 1 0

Source: IIEP Annual Activities Reports.

As with the ATP, the majority of trainees work in central government ministries of education, however there is good representation from local and regional governments, education training institutions, universities and NGOs (see figure 3 below).

Figure 3: Institutional Origin of Regional Course Participants
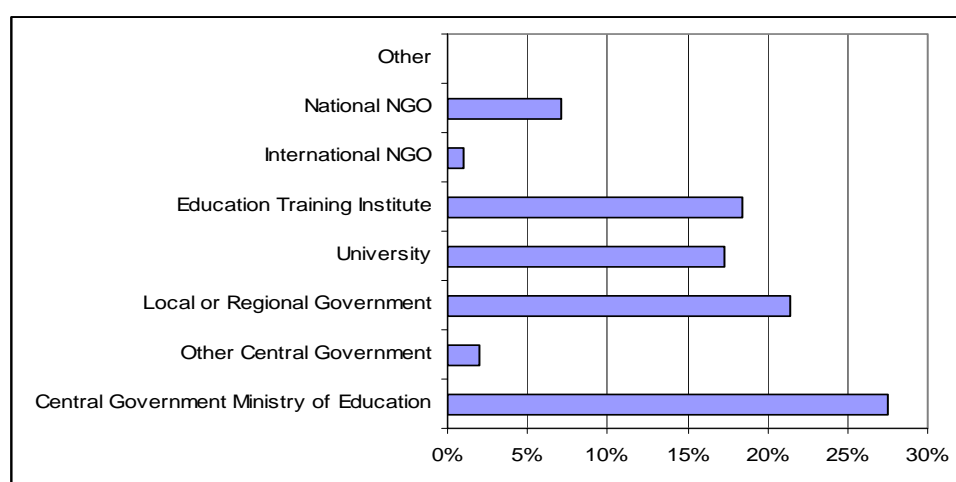
Source: Survey of Former Regional Course Trainees.

The IIEP-BA offers some Regional Course scholarships based on its fund raising activities. These scholarships are usually offered to government staff in the region and are financed by many partners and agencies. In recent times, the Government of Argentina grants it professionals with 7 scholarships; the Kellogg Foundation pays for another 5 trainees; Cuba

sends two participants and OIE pays for another 2 trainees. Each year, the share of IIEP regular budget spent on funding the training course has reduced and increasingly the participants and their governments are responsible for funding it. Like the ATP, funding constraints can mean that not all candidates accepted onto the course will necessarily participate.

Course evaluation forms are completed by the trainees after every module or phase and inform the Institute about the usefulness, quality and amount of time dedicated to it. Each year there is an internal evaluation conducted by the teaching staff and the training unit which leads to adjustments and improvements in the course and its content.

Visiting Trainees

The Visiting Trainees programme was established in 1996, at the request of Member States, to provide a more flexible, short-term alternative to the ATP. It is particularly suited to those professionals who find it impossible to attend the longer three month course, including senior staff members of ministries of education and staff of aid agencies and NGOS, including UNESCO. Visiting Trainees select and attend one or several specialised ATP modules (usually over a period of one to three weeks) that correspond to their needs. Visiting Trainees attend the modules alongside participants in the full ATP.

The programme targets:
- High-level educational planning practitioners who have or will have training responsibilities in this area; and
- Specialists involved in designing and implementing educational development projects, especially those supported by bilateral or multilateral co-operation agencies and aid agency staff.

Visiting Trainees are screened on the basis of their education and training profile, professional experience and age and are accepted on a first-come, first-served basis. Unlike ATP participants, Visiting Trainees participate on a cost recovery basis.

Over the years, the Institute has worked to enhance the exchanges of experience amongst Visiting Trainees and with regular ATP trainees. In addition, cooperation agreements between IIEP and ministries of education often include short-term training at the IIEP for several of their officials.

Table 13 shows the number and geographic origin of Visiting Trainees for the period 2000-2004. Over the period a total of 136 visiting trainees (27 per year on average) from 54 different countries have participated in the programme. The number of visiting trainees

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varies significantly from year to year, owing to variation in demand. For example, the high number of Visiting Trainees in 2004 is perhaps due to the increase in EFA activity and funding. As with the ATP, most trainees are from Africa followed by the Asia-Pacific region.

Table 13: **Number and Geographic Origin of Visiting Trainees**

Visiting Trainees	2000	2001	2002	2003	2004
Participants	23	31	14	20	48
From Countries	15	21	9	16	20
from sub-regions - Africa - Arab States - Asia and Pacific - Latin America and the Caribbean - Other	19 0 2 1 1	17 5 5 2 2	4 5 3 0 2	11 1 4 1 3	23 6 15 2 2

Source: IIEP Annual Activities Reports.

Table 14 illustrates that the majority of visiting trainees, as with the ATP and the Regional Course, come from Member State government agencies. Nevertheless, the professional backgrounds of visiting trainees vary more than for ATP trainees (e.g. less than half is involved in educational planning) and tend to be in slightly more senior managerial and policy advisory roles). A small number of visiting trainees have come from UNESCO and other NGOs. Most visiting trainees participate in one or two modules although some participate in more, staying up to eight weeks. Often visiting trainees will enrol in more courses in subsequent years or come back and do the full ATP.

Table 14: **Institutional Origin of Visiting Trainees**

Visiting Trainees	2000	2001	2002	2003	2004
Member State Governments	18	19	8	10	44
Member State Universities	1	3	0	3	1
Other Member State	3	5	2	3	1
UNESCO	0	3	0	1	2
Other NGO's	1	1	4	1	1
Other International	0	0	0	2	0

Source: IIEP Annual Activities Reports.

Specialised courses and workshops

As noted in IIEP's current medium term plan:

> "Demand for training in educational planning and administration is great and increasing. At the same time, training needs have become more diversified and more complex. In spite of what has been achieved, the number of persons trained is inadequate. The availability of training at national level is still very limited in many countries and often done on an ad hoc basis. Few countries have implemented a systematic policy for developing their human resources in the area of educational planning and management. Therefore, one of IIEP's priorities is to train a sufficient number of planners to achieve a critical mass necessary to make a difference at the country level. To succeed, governments must define clear policies for the development of human resources in educational planning and management as part of an overall capacity-building strategy. They then need to establish or reinforce the corresponding national training structures."

IIEP conducts specialised courses and workshops aimed at building regional, sub-regional and national capacities. The courses are organised at the direct request of Member States and respond quickly to short-term needs for technical capacity-building in particular areas of educational planning and management. The courses typically last from one to four weeks and are organised at local level. Member States are expected to provide considerable logistical and other support and to work in close cooperation with IIEP to ensure the course is tailored to their specific needs. Unlike the ATP, Regional Course and Visiting Training programmes, which by necessity offer a comparative perspective across a range of regions and countries, specialised courses take the specific local conditions and problems as their starting point. In addition to training for Member States, IIEP offers courses and workshops of one-week duration for special groups (e.g. aid agencies) on specific subjects.

One aspect of the specialised courses, which acts as a bridge between the ATP and courses delivered locally, is the organisation of an annual Summer School programme. This programme is focussed on the development of technical and other skills useful for planning and management and is directed towards participants from both developing and developed countries. Each year a different study theme is selected for the Summer School

During the period 1999-2004, IIEP – Paris has delivered more than 80 specialised courses and trained more than 2,100 people. This significantly exceeds the expectations for specialised courses and workshops outlined in IIEP's 7th Medium Term Plan. Appendix Six provides a full list of specialised courses offered by IIEP during the period 1999/00 to 2003/04. Some examples are shown in table 15.

Table 15: Examples of Specialised Courses and Workshops

Course	Year	Location	Attendees	Countries Represented
Workshop on reforming school supervision for quality improvement	2000	Malaysia	20	6
Course on information systems for teacher management	2001	Mali	34	5
Capacity building for the use of indicators in educational planning	2002	Senegal	26	11
Workshop on computer-based data processing for the preparation of SACMEQ II National Education Policy Reports	2002	Seychelles	29	15
Exploitation and utilisation of data for decision-making in Cameroon	2002	Cameroon	25	1
Management of university-enterprise relations in the Caribbean	2003	Trinidad	25	No record of attendance
Transparency and accountability in education	2004	Central Asia	30	No record of attendance
International course on Public Expenditure Tracking Surveys	2004	Phom Penh	40	No record of attendance

Source: IIEP Annual Activities Reports.

Since 2002/03, courses have been organised more systematically under the following headings, which are also aligned with the research priorities of the Institute: Planning and Monitoring Education for All; Higher Education and Specialised Training; and Education, Finance and Management. The number of courses/workshops delivered varies from year to year owing to fluctuations in demand. Some planned courses are occasionally deferred or cancelled owing to a lack of commitment on the part of member states or inadequate funds. While the number of courses has not grown significantly over the period, participation on the courses has grown from year to year. In 1999/00, more than 300 people attended 12 courses, whereas in 2003/04 attendance at the 19 courses reached almost 600.

IIEP-Buenos Aires has also experienced growing demand from member states for specific training courses in educational management. Since 1998, the courses have been offered to over 2,500 people in across Latin America. The in-country short courses for public agencies staff usually are an adjustment of the regional course to the particular needs of the demanding countries. Most of the teachers that participate in these courses also teach on the Regional Course, but since there has been increased demand for these courses, other professionals are sometimes brought into the IIEP team. One of the guidelines in this process is to try to work with former IIEP trainees in their home countries.

In Latin America, the need has also emerged to offer specific training for school staff and other professionals, which was not originally part of IIEP's strategy. The main changes in the specialised courses offered by IIEP Buenos Aires in recent years are:

- The training courses were initially conceived for the training of technical staff in public agencies of central governments. But, due to the decentralisation process, IIEP has been asked to offer training courses to professionals working in state and local-level educational agencies;

- There has also been demand for teaching in new management competencies (e.g. leadership) which were not original contents of the training courses offered by IIEP; and

- In recent years, Buenos Aires detected the need to prepare the journalists to understand educational policies and statistics in order to support its advocacy strategies; so, in the last few years, IIEP-Buenos Aires has offered training courses to this group.

The UNESCO field offices usually act as the bridge between members states' demands for specialised training and IIEP. Field offices typically help to coordinate and manage the relationship with member states and also, on occasion, provide logistical support and technical assistance to the IIEP team. In most cases, the ministries of education are the "clients" and the trainees are ministry officials. We comment more on the issue of internal coordination within UNESCO in the section on Quality of Interaction and Coordination.

The Virtual Institute

The Virtual Institute is a comparatively recent initiative for IIEP, largely owing to the opportunities afforded by increasingly accessible and advanced information and communication technologies. It encompasses two streams of activities:

- Internet-based distance courses (e.g. offering a course based on ATP module content to non-ATP trainees over the internet); and

- Internet discussion forums (e.g. continuing education for former trainees who want to stay informed or to create communities of interest around a particular topic)

The main objectives of expanding distance education as an alternative method of training were to:

- Respond to the growing demand for training in educational planning and management;
- Reach a wider range of educational planners and managers in different countries; and
- Keep in touch with former trainees and update them on different issues and techniques.

IIEP first experimented with distance courses in the mid-1990s, with a course offered in the West Indies in 1994 followed by one in the Russian Federation in 1995. The Virtual Institute concept was created in 1998 and since then IIEP has developed a more routine, if still developing, approach to delivering its distance education offerings.

Essentially, IIEP will develop a concept for a course of study and invite the Heads of Member State organisations to take part. Participant organisations are usually selected on the basis of language and region. Following this invitation, course participants (usually 3-5 from each organisation) are nominated. This approach is taken in order to give the process legitimacy but also to establish a certain level of organisational commitment. Furthermore, offering distance learning opportunities to a number of staff within the same organisation at the same time offers scope for institutional (rather than individual) capacity building. Teaching in this way also represents a more action-oriented learning, since it is delivered to people working in real world settings. It also enables training to be delivered over a longer period than a short in-country workshop, which perhaps leads to more sustainable outcomes. Of course, due to its less personal and interactive nature, distance learning is a complement rather than a substitute for face-to-face learning.

Internet discussion forums are offered primarily to provide continuing education for former course participants but are also open to other interested persons. A topical issue is chosen (e.g. a recent title in the Fundamentals of Educational Planning series) and then discussed. IIEP will identify someone (e.g. the author of the study being discussed) to act as an expert discussant and moderator.

IIEP Buenos Aires is also working with blended education – associating distance education and regular attendance to its training courses. This approach was developed to improve the regional course, specifically to monitor trainees' preparation of their in country studies prior to coming to Buenos Aires for the residential part of the course. This strategy is now being implemented in most courses offered by IIEP – by way of the Virtual Institute web site – as it helps to reduce costs and allows a significant increase in the number of courses and trainees while retaining control over quality. The provision of the Virtual Institute is funded by the training courses and other technical assistance that rely on this tool.

Operational Activities

The operational activities function comprises the implementation of projects (or components of projects) pertaining to training and other forms of capacity building (e.g. research, advice and assistance with policy reforms or the development of plans) for educational planning and administration in Member States. These projects are usually funded by external donors by way of contracts with specific deliverables.

While IIEP has been involved in operational activities from time to time throughout its history, its place as a core part of its role dates back to the early 1990s, before which IIEP provided limited technical assistance to Member States or donor agencies. Demand for operational activities expanded significantly from the mid-1990s and a separate unit was

established in 1997, initially to implement two large projects on educational planning in the Palestinian Authority, financed under Funds in Trust from the Italian Government.

Since 1997 IIEP's operational activities have continued to grow and it has become an important means of capacity building activity in member states. The operational activities unit within IIEP has gradually evolved from a project management office to play the role of overall coordination and management of operational activities. While the unit remains small in terms of Institute staff, it draws on other IIEP staff and outside contractors as appropriate to resource the projects. It also manages relationships with donor agencies and acts to mobilise funding where this is merited (e.g. in response to demands for assistance in emergency situations). Examples of operational activities during the evaluation period include:

- 2000 - Support to organise a Master's course in education, administration in planning in the Dominican Republic;
- 2000 – Preparation of a plan for the establishment of a coherent system of education sector data collection, analysis and dissemination at a central and local level;
- 2001 – Participation in UNESCO/NIEPA programme to train managers and administrators on EFA monitoring;
- 2001 – Latin American regional project to update trainers in educational policy and management;
- 2002 – Support for the reform of the Algerian education system, with the UNESCO office in Beirut;
- 2002 – Twinning project in support of a statistical information system, school mapping and an analysis of education sector costs and financing in Mauritania;
- 2003 – Technical assistance to the Argentinean Ministry of Education, Science and Technology on the reform of non-university technical teaching institutes; and
- 2004 – Assistance with the expansion of school mapping in Niger.

Most requests for assistance from member countries fall into four broad categories:
- Countries seeking assistance to help realise EFA goals;
- Countries with a high demand for programmes and institutions to train education managers (e.g. developing countries with growing populations and increasing enrolment needs);
- Countries with fairly good basic education systems, but which require assistance to improve their secondary and tertiary education systems; and
- Countries in crisis that need emergency assistance and longer-term help for reconstruction and renewal.

In addition, operational activities to Member States typically have the following characteristics:

- They respond to requests from Member States, donor agencies or project implementation institutions in IIEP's domain of competence;
- They pertain to a specific policy intervention to improve, reform or evaluate part of the education system or to train officials for such tasks;
- They are supported in such a way to enable Member States to ultimately takeover the process themselves;
- They are complementary to UNESCO's activities at the Headquarters or in the regions, and are coordinated with relevant UNESCO divisions and field offices where relevant;
- They are guided by the Dakar Framework for Action and UNESCO's Medium-Term Strategy; and
- They are externally funded.

IIEP-Buenos Aires also undertakes a significant amount of operational activities, indeed its involvement in providing technical assistance to Member States in Latin America dates back to the opening of the branch in 1998. IIEP-Buenos Aires defines technical assistance projects as time bound projects, where IIEP plays a technical and (in some cases) managerial role, and is also seen as an activity that builds the capacity of Member States and other partners. The general idea is to convert the demands for technical and operational support into opportunities to strengthen their capacity.

Within in the context of the decentralisation reform process of educational systems across Latin America, the demand for IIEP technical assistance has grown significantly from year to year. More municipalities, states and provincial governments and grass roots NGOs have emerged as potential partners, each with their own specific needs. The Institute, which was originally focussed on national-level policies, has had to adapt its approach to deal with this new set of stakeholders and opportunities.

An important principle is that technical assistance projects cannot be allowed to compromise the Institute's core training activities. Most projects involve training, research and evaluation and the dissemination of information and experiences, all of which are core IIEP functions. All technical assistance projects and operational activities involve in-house resources, usually coordinated by "permanent" IIEP staff. Other consultants are used whenever the project needs additional involvement that is beyond the immediate capacity of the Institute, but in most cases they are assistants under the management and guidance of an IIEP senior consultant.

How effective are these activities in contributing to IIEP and UNESCO objectives?

Training

Advanced Training Programme

IIEP asks participants of each ATP module to complete an evaluation form and feedback from these forms, as well as recent research findings and learning from operational activities, is used to update the training materials and resources for the following year. Previous evaluations have examined course evaluation forms and found a high level of satisfaction (Woodhall and Malan, 2003). This is in accordance with the findings of our evaluation, during which we have received numerous comments about the high-standard of the ATP curricula and teaching. We also found evidence that the Institute is receptive to the feedback from trainees and makes efforts to incorporate their suggestions in future course material.

In addition to the regular course evaluation, the Institute periodically undertakes a "Tracer Study" of former ATP participants to evaluate the contribution of the ATP to national capacity building and other downstream effects. A Tracer study is currently being undertaken by IIEP and, as such, following discussions with IIEP and UNESCO's Internal Oversight Service, it was decided that a survey of ATP former trainees as part of this evaluation would represent an unnecessary burden and the evaluators would instead focus on evaluating the impacts of the Institute's other main training programme, the Regional Course on Educational Planning (see below).

Nevertheless, it is worth recording the main findings of the previous ATP Tracer study, which was completed in 2002 and involved surveying a sample of forty former trainees from five cohorts who attended IIEP between 1995 and 2000. While only 26 responses were received, thereby limiting the generality of the findings, the study nevertheless provides an important insight into the downstream effects of the ATP. They key findings were:

- Almost all former participants continue to work in the Ministries of Education in their respective countries and now occupy positions of responsibility requiring high-level technical proficiency in educational planning and management;
- Most former participants in the sample experienced on-the-job mobility (either lateral or vertical). The job mobility, particularly amongst those who received promotions, resulted in enhanced responsibilities, with the new positions demanding more decision-making skills and increasing their influence on educational outcomes in member states;
- All former participants considered the ATP to be, on the whole, highly relevant and very useful for their present functions, with most participants agreeing that the ATP helped them to strengthen core competencies in planning, organising and financing of education and in acquiring the technical skills for improving educational quality;

- All but one of the respondents indicated that the IIEP programme contributed very much to the improvement of their professional competence and more than 85% indicated that the programme contributed very much to their professional recognition. Most of those who were promoted believed that their promotions owned very much to participation in the programme; and

- Participants were more divided in their assessment of the ATP on career progress, with more than one third indicating that the ATP had contributed very much, less than a third said that it contributed to some extent and the other third felt it did not contribute much, or not at all. However, on the whole, former participants strongly felt that during their stay at IIEP they gained professional competence and self-confidence, acquired the skills to negotiate and manage projects, had enhanced their competencies and commitment to developing teaching materials and manuals to organise training programmes.

Based on the "in progress" results from IIEP's current Tracer Study, which involves a survey of all trainees that attended the ATP between 1995 and 2004, the above results are likely to be reinforced. Approximately 79% of the 105 respondents continue to work in government ministries or related agencies (65% are in ministries of education) of their home countries and almost all continue to work in the area of educational planning and management. Around one-quarter of former trainees report that they are the Head or Deputy Head of an organisation, and a further 35% are either Head of a Department or a Unit. 98% of former trainees consider that the ATP had a high or very high effect on their professional competencies and 62% say that it had a high or very high effect on their career progress.

It is interesting to note that, in terms of global coverage, representation from the African region on the ATP is particularly strong, although there has been instead participation from amongst the Asia-Pacific region. Of interest is the fact that few participants attend the ATP from the Latin American region, in part because of the availability of the Regional Course in Buenos Aires. Of those that did attend, few had previously attended the Regional Course and most came from the English-speaking Caribbean. Language and funding constraints are significant barriers as well as difficulties gaining support from employers to be away from their posts for the required time. The ATP is also perceived by some within Latin America as being predominantly focussed on African development issues, which are not considered to be as relevant to the Latin American case. This may also be a by product of the funding situation, with many donors being focussed on Africa. A number of respondents to our survey of former Regional Course trainees indicated that they would like to attend the training course in Paris but that their attempts to do so had so far been frustrated.

In terms of language, the evaluators understand that since 2001/02 there has been a decline in the number of French-speaking participants and it has become difficult to achieve the minimum number (approximately 10) to make dual-language teaching viable. This may

suggest that the Institute needs to re-establish and improve its reach into key Francophone areas such as French-speaking West Africa. It also suggests that the funding base for Francophone scholarships is not as broad as it could be.

While there are natural limits to the number of trainees that can effectively participate in the ATP under the current teaching model, a persistent constraint is the Institute's ability to raise funds for scholarships. The current cost of a training scholarship is €22,000, which covers living costs in Paris and indirect costs (e.g. travel, study visits and books). Tuition fees and the loan of a laptop PC for the duration of the course are provided free of charge by IIEP. Fellowships have been funded by a range of donors throughout the evaluation period (see Appendix Seven), with significant contributions from UNESCO's Participation Programme, Japan, the World Bank, France and other national governments. Support from aid agencies has been relatively limited. In general, there is not the same consistency of donor support for fellowships as there is for IIEP more generally (see section on Financial and Organisational Management). Indeed, as Woodhall and Malan (2003) observed:

> "From 1999, the two largest sources of funds for IIEP fellowships (UNESCO Funds-in-Trust contributions from Germany and the UNESCO Participation Programme) diminished, and in 2000 and 2001 a major crisis was averted only by an increase in the number of fellowships awarded by the French Ministry of Foreign Affairs … This problem has implications for the regional balance of ATP trainees. At present, several donor agencies are more likely to give fellowships for Africa than for other regions, thus helping to account for the current balance. Unless a reasonably permanent solution to this problem is found, the regional and linguistic balance of the ATP could be threatened and the training capacity of IIEP under-utilised." (Woodhall and Malan, 2003)

We have reached a similar conclusion based on our analysis. The approximate capacity of the ATP course was around 45 participants at the start of the evaluation period, which required approximately €1 million for fellowships, although course capacity has since been reduced to around 35 due to the introduction of the Master's programme. In recent years fellowship funding has only been available for between 30 and 32 participants. Given the largely fixed costs of delivering the ATP it is important that participation remains at full capacity and that this capacity be expanded if possible, which in turn will place importance on building a more sustainable fund raising strategy for the ATP.

An important issue to understand is whether this training could be provided by other institutions. Our surveys indicate that while there are some other institutions that provide training in educational planning, a number of which IIEP has worked to help establish and/or provide technical assistance (e.g. NIEPA), there are few places (including few

universities) that offer a professional (as opposed to an academic) course on educational planning.

Notwithstanding the lack of other providers of this training, it is important that if UNESCO and IIEP are going to affect the supply of educational planners and managers on a global scale then they must have a strategy that rests on increasing the number of institutions that can provide training in educational planning. IIEP is already providing some support to training institutions but this is an area where potentially more could be done (see the section on Challenges). Even so, it is likely that there will remain an important role for the ATP given its unique attributes:

- Participants come from a range of countries, backgrounds and experiences in educational planning and management based on reasonably senior careers in government agencies and NGOs – trainees learn much from each other and form strong networks that remain in place long after the training ends;
- The programme's unique placement at the nexus between academic theory and evidence on what works, and the practical application of tools and strategies that have been tested in real world high-stakes situations;
- IIEP's 40+ years of accumulated experience in research, training and operational activities in the field of educational planning and management; and
- The strong grass roots support from Member States and donors.

One issue for close monitoring is the Master's degree programme. This degree, which currently is still in its "experimental stage", is an important step for IIEP, not least in terms of the significant investment required to upgrade ATP module content and the additional staff time associated with supervising trainees completing theses. This is time that would otherwise be spent on other tasks and there is a risk that most of the benefit of the Master's programme may be captured by the recipients of the training, rather than having significant downstream effects at a country-level. In addition, when IIEP introduced the Master's option, they felt that ATP admission should be restricted to 30-35 participants due to increasing load of course work and supervision support for those preparing their theses. There is also a risk, as noted by Malan and Thierry (2003), that the additional academic rigor required – particularly if formal accreditation of the qualification is sought – may cause the teaching to emphasise theory at the expense of the practical skills needed in Member States. One of the current strengths of the ATP is its professional relevance, which comes from the combination of theory with practical knowledge and skills.

Recommendations:

6. IIEP should ensure that the ATP and other courses it offers are run at full capacity, and that course capacity be expanded if possible, to maximise its reach and impact. This includes

ensuring sufficient numbers of French-speaking participants on the ATP to keep dual language teaching economically viable.

7. IIEP should implement strategies to extend the reach of the ATP into the Asia-Pacific, Arab States and French-speaking West African regions, including through broadening the funding base for fellowships, from the next biennium. In addition, UNESCO should encourage Member States and other funding providers to increase funding for scholarships.

8. IIEP should maintain the "experimental status" of the ATP Master's programme until such time that close monitoring of the programme proves its benefits in relation to the additional costs.

Regional Course

As part of this evaluation, we completed a survey of former Regional course trainees. The survey had a sample size of 126 and the total number of valid responses was 70 (a response rate of 56%). The survey achieved very good coverage of respondents by year of study, country of origin and gender. A full set of survey results is included as Appendix Three

Based on the survey results and interviews with key staff in Buenos Aires, the following are our main findings in relation to the Regional Course:

- Prior to attending the regional course, approximately half (one-fifth) of the respondents had more than five (10) years experience in educational management and planning and more than 70% had completed post-graduate tertiary study. These results are consistent with the aim of training practitioners who are in senior decision-making positions;

- Most participants become aware of the course through their jobs, with many being invited to attend the course by their country's Ministry of Education. Awareness is also promoted by referrals from former trainees, promotional material and the web site;

- Slightly more than half of the respondents indicated that had considered studying at another institution but chose IIEP. There was a high degree of consistency in the reasons for choosing IIEP given by respondents, including: being selected for training by the Ministry of Education; the professional relevance of the course; the international and intensive nature of the course; the very good reputation and prestige of IIPE; and the result of previous collaboration with the Institute.[19]

- More than three-quarters of respondents indicated that the regional course had been very useful to the work they had done subsequently, with the remaining respondents indicating that the course had been moderately useful. Respondents were very positive about the training and many regarded all aspects of the course as useful.

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[19] A fairly typical response: "I elected to study at IIPE. In the first place, when I became aware of IIPE's program, I found that it suited my professional aspirations perfectly … in the second place, the profile of candidates to be taught coincided directly with my current role (administrator of education). Since my training, I have incorporated in my career the materials and knowledge that I acquired during the regional course."

- More than 90% of respondents rated the overall quality of teaching as very good (67%) or good (25%). Only 2% of respondents regarded the teaching quality as poor.

- More than three-quarters of respondents indicated they would definitely recommend to IIPE training to others, with the remainder of respondents indicating that they probably would. A number of respondents had already recommended the course to others and some noted that the national education systems in Latin American countries do not make this type of training available;

- More than 60% of respondents considered that the course had a big effect on their professional competence and ability, with a similar magnitude of effect on their professional recognition or esteem. Still positive, but much less so, was the impact on trainees' career progress. This is also reflected in the finding that only one-third of former trainees had been promoted since completing their study. These results reflect a perception that trainees are not given sufficient opportunity to apply their new found learning on return to their countries owing to established power structures and institutional inertia;[20]

- 39% of trainees had been promoted since completing IIPE training. For those that had been promoted, 85% considered that IIPE training had contributed greatly (45%) or moderately (41%) to their promotion, with the remainder (14%) indicating that IIPE training and very little or nothing to do with the promotion.;

- More than a quarter of respondents are more involved in decision making following their training and almost as many have been given more responsibility. Other common changes to roles include more involvement in research work, staff development and training, and work with international agencies. Less than 15% of trainees indicated there had been no change in their role following completion of IIPE training;

- The regional course serves to broaden and deepen networks among educational planners and managers in the region. Many respondents noted that the international nature of the course was valuable as it offered the opportunity to share experiences and adopt a comparative perspective with respect to the diagnosis and investigation of education systems. It is evident that the relationships established, both between IIEP and trainees and amongst the trainees, have continued on after the training;

- An important contribution to downstream capacity building that IIEP can make is through training of trainers, thereby having a multiplicative effect on the supply of educational planners and managers. Almost half of respondents said that they, or their organisation, were involved in training others in educational planning and management. Based on survey results we estimate that, for those involved in training others (either

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[20] For example: "Almost all of the scholarship holders of IIPE from my country remain in their same position, except for some. I really consider that my country gives very few opportunities so that [those] who were granted a scholarship can apply the learning and for that reason there is very little benefit [for my country]. It is not that the scholars do not want to apply [their learning], but that there are few opportunities. It is important that UNESCO convince the ministries of education that the scholars be given opportuntities to apply their learning so that, over time, the situation of the country in relation to education can greatly improve."

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directly or indirectly), the average number of trainees taught is in the order of 30, which implies a significant multiplier effect from IIEP training;

▪ To assess the broader capacity building impacts of IIPE training, we asked former trainees to describe how their country had benefited from IIPE training. Respondents were more divided and much less sanguine about the wider impacts of IIPE. Some former trainees indicated that the benefits had been significant, predominantly due to the positive impact on the skills of the trainees themselves, and in recognition of the fact that in some countries there is a growing number of experienced planners and managers working in the field of education. However, some trainees felt that IIEP's impact at country level had been very limited. A number of respondents expressed frustration that the knowledge and skills they learned had not been effectively utilised on return to their country. Some also indicated that national ministries of education are placing insufficient importance on capacity building and believe that IIEP could have a bigger impact if it had a broader base of support amongst government agencies throughout the region. Two quotes that sum up these different perspectives are as follows:

> "The training that IIPE offers allows countries to apply models and tools of comparative analysis (e.g. the development of indicators from which, for example, important diagnoses of the educative systems in DAKAR could be obtained). It facilitates the interchange of knowledge not only through this contribution, but also through the provision of a systematic approach and perspective for analysing problems of education, and its promotion of different solutions to problems for different realities. The IIPE maintains a network of civil employees and specialists working in the area, promoting interchange."

> "I would say [the impact is] much less than it potentially could be. There has been no interest from the Ministry of Education in disseminating the training that the IIPE scholarship holders acquired (in the Chilean case, already for some years there has been no participation from Chile in the Regional Course in Buenos Aires). The effect in the professional promotion of the ex-scholarship holders is not visible either: according to my information, most of them remain in the same position as before the Course and, where they have changed, the moves have been horizontal or for reasons 'non-attributable' to the training of IIPE."

In summary, the overall view of the effectiveness of the Regional Course is very good. It is important for IIPE – Buenos Aires to continue its efforts to broaden its reach within the Latin American region, to increase participation from countries beyond the Mercosur area, and to work closely with member states (not just on operational activities) to build demand for capacity building and to encourage the skills of former trainees to be utilised.

Other Training Activities

Owing to the smaller size of the Visiting Trainees Programme, Specialised Courses and Workshops and Distance Education activities, we have placed less emphasis on gathering direct evaluation evidence as part of this report.

Perhaps reflecting the smaller scale of these activities, there is generally a lower awareness among stakeholders about these other training activities. When stakeholders were asked how much of a positive difference IIEP had made in relation to the Visiting Trainees Programme, Specialised courses in Member States and the Virtual Institute, between 30 and 40% of respondents indicated they did not know. Of those who were aware of these activities, the following results were observed:

- 26% of respondents through that the Visiting Trainees Programme had made a big difference and a further 53% said some difference. 21% thought it made little difference;

- 59% of respondents thought that Specialised courses in Member States had made a big difference and a further 36% indicated some difference. Only 5% thought they had made little difference;

- 22% of respondents thought the Virtual Institute had made a big difference, and a further 61% said some difference. The remainder (17%) considered it had made little difference.

In terms of the Visiting Training Programme, it can essentially be seen as an extension of the ATP and many of the findings that apply to the ATP therefore also apply to the VTP. In light of the slightly different profile of VTP participants vis-à-vis the ATP (i.e. slightly more senior people attend the VTP), we consider that it has been a valuable addition to IIEP's training offerings. It has responded to the needs of senior staff members of ministries of education who could not otherwise attend training. And it has also provided important training for staff members of aid agencies and NGOs. More countries (e.g. Madagascar and Benin) are sending groups of people (rather than individuals) to undertake short-term training on complementary courses. Countries are increasingly realising that they need to build critical mass in the field of educational planning and are trying to quickly build clusters of knowledge and competencies within their education ministries.

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UNESCO has itself benefited directly from the VTP by sending staff to attend the training courses. However, more could be done to better take advantage of the opportunity afforded to UNESCO by having IIEP on its doorstep. In particular, UNESCO could send more staff on the VTP and IIEP could establish UNESCO-specific specialised courses on a semi-regular basis. UNESCO Secretariat staff that we spoke to said there was a significant need for improved capability in educational planning and management within UNESCO and that by leveraging IIEP training it could broaden its base of knowledge and skills and enhance its institutional capability.

As well as providing flexibility for a wider group of individuals to participate, the VTP programme has also benefited ATP participants through enriching their dialogue and learning experiences. The partial cost recovery nature of the VTP also helps to add to its cost effectiveness.

In terms of specialised courses in member states, these are clearly valued by stakeholders as making a significant difference. Specialised courses and workshops are often delivered in the context of a broader programme of technical assistance to Member States and, therefore, it is difficult to assess their impact in isolation. They are also largely conducted in response to the specific needs of Member States and, as such, vary considerably in terms of their subject matter and orientation (e.g. regional, sub-regional, national, sub-national). As with other training opportunities, it is important that IIEP obtain maximum reach and impact from its specialised courses. The costs of preparing courses and sending trainers to developing countries are not insignificant and, in this respect, it is positive to see the average number of participants per course/workshop increasing over the evaluation period. Nevertheless, reflecting the scarcity of financial resources generally, and in line with the more systematic approach taken to operational activities (see section on Operational Activities below), it is important that IIEP develop and apply criteria for determining in what circumstances requests for specialised courses and workshops will be accepted.

Finally, in relation to distance education delivered over the internet, one limitation in a developing country context is problems with access and connectivity. The situation is improving all the time but there remain countries with connectivity problems. IIEP ensures that it uses the most basic technologies so that download and connection problems are minimised. Connectivity is tested one month before starting a course to establish feasibility. Following initiation of the course, if there are problems with connectivity then other methods (e.g. facsimile) are used to ensure that the course can be completed. Even if access is limited, there is usually an internet connection available for participants somewhere within ministries or universities. We consider that distance education is a valuable addition to IIEP's training offerings and is particularly relevant for providing continuing education for those working in the field. However, it is appropriately regarded as a supporting tool for IIEP's capacity

building activities rather than a major instrument in advancing educational planning and management capability. Key to its success will be the extent to which IIEP can use ICT teaching means as a way of leveraging its training, operational activities and research programmes. We note that both IIEP-Paris and IIEP-Buenos Aires maintain separate Virtual Institute websites. Given the costs of maintaining these websites, this policy of maintaining separate websites should be reviewed. However, it is recognised that there may be grounds for maintaining the current approach since the IIEP-Buenos Aires virtual platform is used to support the Regional Course and language compatibility is also an important consideration.

Recommendations:

11. UNESCO should increase its utilisation of the courses offered by IIEP for the training of Secretariat and field office staff, by enrolling staff on the Visiting Training Programme short-courses and establishing UNESCO-specific specialised courses and workshops on a semi-regular basis, in order to broaden UNESCO's base of knowledge and skills in educational planning and development.

12. IIEP should review the cost effectiveness of maintaining two IIEP Virtual Institutes (i.e. in Paris and Buenos Aires) by the end of the next biennium, while bearing in mind the need to maintain flexibility and adequate support for the distinct activities of the Paris and Buenos Aires offices.

Operational Activities

The scope of this evaluation did not allow for visits to countries where IIEP had undertaken operational activities. This limited the methods available to us for evaluating the effectiveness of IIEP in this area. Because of the project-orientation of operational activities, first hand accounts from those involved in projects would be the preferred method of evaluating these activities. This was the approach taken by Woodhall and Malan in their 2003 evaluation. Surveys and second-hand accounts are adequate for giving impressionistic views but cannot provide the richness and depth of understanding of country-level impacts that could be gleaned from closer study. Consequently, our results in this section rely on a combination of previous evaluation findings, our surveys and interviews with IIEP staff, and review of secondary documentary evidence.

Woodhall and Malan (2003) reported on their findings from observation of operational activities obtained during country visits to Cambodia, Kenya, Mauritania and Vietnam. Their key findings were that:

- In Cambodia, operational activities had taken place under an agreement between IIEP and the Swedish International Development Agency (Sida), under which IIEP provided advice to Sida to support its education development work in Cambodia. The evaluators noted that the provision of technical assistance to a donor agency, rather than to the

member state directly was somewhat atypical. Nevertheless, the project was judged a success on the grounds that the project had benefited the Cambodian Ministry of Education, as well as partner agencies Sida and UNICEF. The success of the activity was reportedly enhanced by the fact that a significant number of Ministry staff had previously attended the ATP, which meant "there was … a critical mass of relevant knowledge and skills in the Ministry and a high degree of trust and confidence in IIEP's technical competence". The UNESCO office also "spoke highly of the work as an example of effective co-operation between UNESCO, IIEP, UNICEF and Sida". Nevertheless, the evaluators observed that there was some potential for 'conflict of interest' to emerge if Cambodian priorities differed from those of the "client", Sida;

- In Vietnam, the operational activities observed involved assistance with school mapping and training in computer-based survey methods for monitoring educational quality. According to the evaluators, IIEP's work was highly appreciated, both by the Vietnamese project team and the project sponsors, the World Bank;

- In Kenya, the operational activity involved collaboration between UNESCO, IIEP and UNICEF in the conduct of research and studies into Education for Nomads and Pastoralists in Eastern Africa, with funding from the African Development Bank. In this case, the evaluators reported that "this activity clearly involved IIEP's area of competence and its experience in conducting research and organising workshops resulted in a fruitful collaboration … on a topic of obvious relevance and importance in a number of countries."

- In Mauritania, technical assistance was provided in three areas: (i) development of a system for collection, processing and analysis of educational statistics; (ii) school mapping; and (iii) analysis of education costs, financing and budgets. The evaluators reported that "the Department of Planning and Cooperation and Ministry of Education expressed great appreciation and satisfaction with this work and spoke very warmly about the high professional quality of the experts sent by IIEP, their constant availability …, the intensity and usefulness of support provided, particularly the quality of training and follow-up activities."

In our survey of stakeholders, 38% of respondents considered that IIEP's operational activities had made a big difference and a further 46% considered they had made some difference. The remainder (15%) considered that IIEP's operational activities had made little difference. Stakeholders were also asked how effective they think IIEP had been at executing operational activities in its field of competence. Excluding those who answered "don't know" (15%), 48% considered IIEP had been very effective and the remainder indicated that it had been effective. Taken together, these findings point to a very positive view about the effectiveness of IIEP's operational activities, although it is interesting to note that, of all of IIEP's activities, these activities are considered by stakeholders to be an area in which IIEP is relatively less effective.

UNESCO field offices, institutes and centres were also asked the perceived effectiveness of IIEP's operational activities, based on their in country experiences. By way of context, it is noteworthy that more than two thirds of offices surveyed felt very aware of IIEP's provision of technical assistance to Member States and around 77% had engaged either regularly (32%) or occasionally (45%) with IIEP on technical assistance projects. These results suggest to us that UNESCO field offices, institutes and centres are well placed to judge the relevance and effectiveness of IIEP operational activities.

Bearing this in mind, just over 70% of respondents considered that IIEP's provision of technical assistance to Member States was very relevant to the education priorities and needs of Member States and a further 29% considered them moderately relevant. In addition, 72% indicated that IIEP had made a big difference to enhancing the capacity and capability of education institutions in Member States, and a further 24% considered IIEP had made some difference. Similar results, albeit slightly less positive, were observed in relation to IIEP's contribution to helping to improve and develop education systems in Member States.

The following illustrative examples, largely drawn from secondary data sources, provide a richer illustration of the ways in which IIEP has contributed to improving country-level education outcomes through the provision of technical assistance and other forms of capacity building (e.g. training). The examples illustrate that an important contribution of operational activities is technical skill development and knowledge transfer. In this respect, operational activities facilitate "learning by doing" and can be seen as complementary to direct training.

Illustrative example:

Schools network in Campana, Buenos Aires: A case of local curricula development

Over the period 1994-98, the schools of Campana received significant supplementary funding, over and above that provided by the provincial government, from local sources, notably the industrial firm SIDERCA/TECHINT. These additional contributions were widely believed to lead to a higher level of educational attainment amongst Campana school children. When the expected changes did not occur, IIEP-Buenos Aires were commissioned to conduct an external evaluation to determine the reason for the apparent lack of success.

The main conclusions of the evaluation were that: nearly all the additional money had been spent on new buildings and classrooms, which enabled significant increases in new enrolments (due to migration) and permitted students to stay at school for longer. However, the additional funding was not used to improve the quality of educational services through improvements in teaching and learning processes.

In view of the outcomes of the study, IIEP-Buenos Aires proposed a series of actions to improve the quality of education, including measures to enhance the teaching-learning process through the use of ICT. These recommendations coincided with and complemented a similar diagnosis reached by political and community leaders in Campana, thus creating a groundswell of support for the development of revised education plans and their implementation with the support of both the municipal authorities and SIDERCA/TECHINT.

Follow up of the evaluation results was a significant task and beyond the capabilities of the IIEP evaluation team. Consequently, an invitation to become involved in the project was extended to UNESCO's International Bureau of Education (IBE) in Geneva.

Under the leadership of IBE, and working closely with local municipality and community representatives and members of the School Network, IIEP has contributed to the subsequent project to establish a schools network that aimed to work in a co-operative and supportive manner to promote improvements in the quality of instruction for all pupils, introduce new ways of managing curriculum development and lead to the emergence of a new type of education professional. In particular, it has contributed to the production and dissemination of new teaching proposals and carried out a number of training courses for principals and teachers.

A year on from the implementation of the project, Braslavsky and Fumagalli (2004) investigated the early achievements of the Campana Schools Network (CSN) and arrived at the following preliminary conclusions:

- There is a high level of commitment to the project amongst school principals and teachers, including working on the project during strike action, and parents and other community members are working actively alongside school teachers and administrators;

- There is no doubt that educational processes in Campana are changing, slowly but surely, not simply because a school network has been created and new technologies have been introduced, but because teachers are involved in developing a high-level curriculum which they believe they can try out in their work with students; and

- The experience of CSN supports the idea that the inclusion of new technologies can strengthen teachers' and principals' motivation and engagement – and that of the community.

The pilot project was recently recognised by the UNDP as a success story in local development and the experiences gained in Campana may pave the way for similar projects at municipality level in Argentina and, possibly, further afield. The project can also be seen as an example of how UNESCO decentralised bodies can work together with local-level partners in an integrated and cooperative manner.

Source: Braslavsky, C. and L. Fumagalli (2004) "Technology and educational change at the local level: the case of the Campana schools network in Argentina", in D.W. Chapman and L.O. Mählck (Eds.) Adopting technology for school improvement: a global perspective", IIEP.

Illustrative example:

Assisting to reconstruct Afghanistan's higher education system

Over the last decades of the civil war, Afghanistan experienced a near collapse of its whole education system and, indeed, the higher education system more or less collapsed entirely: academic staff and students left, teaching stopped and most buildings were either damaged or destroyed. In February 2002, an Asian Development Bank-conducted needs assessment concluded that the ministries of education were "constrained by their limited capacity to establish priorities, develop detailed plans and budgets and implement them. Any educational planning exercise is highly constrained by the lack of reliable data, lack of communication with the provinces, and lack of substantive experience. MOEs departments have had no substantive experience or responsibilities in years."

In May 2002, shortly after the establishment of the Interim Government, UNESCO (including representatives of IIEP) conducted a mission to Afghanistan with the aim of identifying and preparing a 2 year education programme comprising priority projects within UNESCO's field of competence and comparative advantage. The mission's report identified projects aimed at supporting the Ministries of Education and Higher Education to build planning and management capacity and to assist in the development of a national education policy. Following the mission, IIEP was assigned responsibility for providing technical assistance to the Ministry of Higher Education (MOHE) and mobilising international donor support in relation to a project to formulate a Strategic Action Plan for Higher Education.

The project work commenced in early 2003, with IIEP and the MOHE jointly designing a process for the preparation of a plan. IIEP and the MOHE invited international experts to join the Plan team and sought support from donor agencies. A two week fact finding mission was organised for September 2003 with the purpose of working with the MOHE and Afghan team members to collect data and information, diagnosing the situation of higher education and informing donors and organisations about the project. IIEP invited a number of agencies to join the mission and received positive responses from the Asian Development Bank (ADB), DAAD (Germany), Japanese International Cooperation Agency (JICA) and the World Bank. The ADB supported the mission through consultants who were already working with the MOHE in Kabul and the other three organisations also sent representatives to join the team. In all, the mission consisted of eighteen national and international experts and was hosted by the Minister of Higher Education.

Following the mission, the Plan team prepared and consulted on a draft Plan and its recommended actions and projects. The Plan was approved by the Minister for Higher Education in May 2004 and was in fact translated into Dari by the Minister of Higher Education himself. The plan, which has now also been translated into Pashto, was released jointly by the MOHE and IIEP and is currently being implemented by the MOHE, with support from many agencies including IIEP.

While assisting the MOHE to develop a strategic action plan was a major focus for IIEP, it has also conducted a variety of other operational activities in Afghanistan, including the provision of training workshops to both the MOE and MOHE, organised in collaboration with the UNESCO-Kabul Office, on a variety of topics including: educational indicators in policy formulation; cost analysis and financial planning; strategic planning at the national and institutional levels in higher education; budgeting and the use of simulation modelling for financial planning.

Sources: Asian Development Bank, IIEP.

The evaluators were struck by the sheer scale of IIEP's operational activities, which almost solely funded by extra budgetary funding. Indeed, as described earlier, operational activities have grown significantly in both absolute and relative terms. While specific additional funding supports these activities, it also comes with an opportunity cost in terms of the impact on the time of training and research staff. Indeed, given the scale of growth in operational activities, it could be asked whether – at the margin – it has diluted IIEP's focus away from these other areas.

A central question in relation to the effectiveness of operational activities is how "sustainable" are the capacity building efforts. It is generally accepted within UNESCO and other upstream development agencies that operational activities should primarily be in the form of technical assistance that contributes directly to sustainable capability building of member states and indirectly to the specific task at hand (e.g. the development of a plan). Based on the small number of examples we reviewed, IIEP operational activities routinely involve training and other capability building efforts. IIEP staff members we spoke to were keen to communicate that operational activities are about building capacity and not about providing consulting services for Member States. While in practice the distinction can be very blurry (e.g. in the case of co-authorship or leadership of in-country planning processes), we found evidence that IIEP consistently seeks to build a broad constituency for its operational activities and to work alongside partner institutions and individuals (including former ATP

trainees) to ensure ownership of the projects and to facilitate transfer of knowledge and skills. Nevertheless, IIEP must remain conscious of the fine balance it is treading between meeting the urgent demands for hands-on assistance from member states, on the one hand, and the need to build capability that can be sustained after IIEP has completed its activities. In cases where IIEP takes on a "hands-on" role there is a risk that its IIEP's efforts will not lead to a sustainable improvement in capability. A final comment on sustainability is that field offices, under the decentralisation strategy, will be expected to make an increasingly important contribution towards the in-country sustainability of capacity building efforts. Currently, there would appear to be capability gaps in certain areas that mean that some field offices are not able to provide the follow-up support required following an IIEP technical assistance mission.

Operational activities benefit both Member States and IIEP/UNESCO. Although the Institute's key concern is the needs of Member States, they are conscious that operational activities offer a number of advantages for IIEP:

- Through the experience of applying their knowledge, methods and practices on the ground, IIEP staff develop hands-on-knowledge and learn lessons that they are able to feed back into the training programmes and teaching materials, thereby adding credibility to the Institute's training;

- They allow dissemination of best practices through practical application and pilot cases and can lead to valuable insights into future research priorities;

- They allow the Institute to work closely with donors and learn form their approaches;

- They provide a degree of familiarity with policy-making problems and processes that would not otherwise be accessible to IIEP staff; and

- They enable IIEP to work on projects with former trainees and to consolidate the networks that are important for the recruitment of participants in IIEP's training programmes and in-country research activities.

Another issue we considered was how well aligned IIEP's operational activities were with its core mandate, as outlined in IIEP's Statutes, and how IIEP decided on priorities for operational assistance given the growing demands from Member States. Following the decision of the Executive Board at its 141st Session and the related request of the General Conference at its 27th session, IIEP now takes a more systematic approach to its operational activities and, for the most part, this is evident in the activities that have been undertaken. In particular, IIEP has developed the following criteria that help to guide decisions on the circumstances in which requests for operational activities be undertaken:

- The request is for assistance in areas where IIEP has competence from existing or previous research programmes;

- It can add value to requests for personnel;

- The engagements offer the potential to deepen the training that IIEP can provide; and

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- The project will broaden the experience of IIEP.

There are some examples of operational activities where the rationale for undertaking the activities could be questioned (e.g. the provision of technical assistance to the French government to improve its system for the collection of education statistics), however such instances are exceptional. And we have found examples of where requests for technical assistance have been turned down, even where funding was available, suggesting that IIEP is committed to providing assistance only where appropriate (see box below). Nevertheless, a number of interviewees expressed concern that IIEP's effectiveness could be diluted if it spread its efforts to thin in terms of the provision of technical assistance.

Illustrative Example:

Pilar, Argentina – A case of refusal

Since 2000, IIEP-Buenos Aires has worked together with the Provincial Government of Buenos Aires to provide technical assistance to the municipality of Campana with the aim of stimulating participation of the community in the educational system and promoting the UNESCO ideal of "learning to live together". The project was recently considered by the United Nations Development Program (UNDP) to be a successful municipal case in education and drew the attention of a number of different organisations across Argentina.

The work stimulated a request from the nearby community of Pilar, also within the Buenos Aires Province, for a similar partnership with IIEP to meet local-level education needs. Unlike Campana, Pilar is a relatively wealthy area, albeit one with a growing poor settlement within the community boundaries. In addition, the proposal was put forward by a group of concerned individuals without broad based support within the community.

After considering the proposal, IIEP decided not to proceed with the project on the grounds that IIEP does not work solely with individuals or private organisations and that the project could not proceed without the involvement of the local municipality and provincial government. In addition, the community involved was not regarded to be a high priority, and had adequate resources on which to draw to develop its own solutions.

Source: IIEP

Recommendations:

13. IIEP should ensure that it maintains an appropriate balance between contract-funded country-level operational activities and other capacity building efforts (e.g. support to training institutions and regional or sub-regional operational activities) as part of its ongoing development of a strategy for "going to scale" before the next medium term plan.

14. IIEP should review its criteria and strategy for operational activities, within the constraints posed by the funding environment (in particular the trend towards decentralisation of funds to country-level), in order to consolidate and focus its programme of operational activities (i.e. do less but achieve more) before its next medium term plan.

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"UNESCO as a technical multidisciplinary agency will assume a catalytic role for development cooperation in its fields of competence. To that end it will seek to ensure that the objectives, principles and priorities it promotes are followed suit by other multi- and bilateral programmes and that projects are implemented, in particular at regional and national levels, through innovation, effective interventions and wise practices."

What activities are included and what were the expected outcomes?

Table 16 describes the activities and expected outcomes of IIEP in relation to its role as a catalyst for international cooperation.

Table 16: Activities and Expected Outcomes of IIEP

Item	Description	Expected Outcomes
National Institution building	Institution-building aims to strengthen specialised institutions at the national or regional level.	• Contributions to establishing and managing a range of international networks for educational development • Contributions to sustainable capacity building in educational planning and management in Member States • Contributions to the policy dialogue among the various partners in education
Southern African Consortium for Monitoring Educational Quality (SACMEQ)	SACMEQ is a network created in 1994 so that educational planners in Southern Africa could work together to generate information and share expertise.	
Asian Network of Training and Research Institutions in Educational Planning (ANTRIEP)	ANTRIEP seeks to bring together Asian institutions involved in training or research in educational planning and management. It is jointly coordinated by IIEP and NIEPA (India).	
IWGE	The International Working Group on Education is an informal group of aid agencies and foundations created in 1972 to facilitate exchange and collaboration between donors. IIEP has the secretariat role for this group.	
ADEA	The ADEA is a partnership and a network of African Ministries of Education, development agencies, education specialists and researchers, and NGOs active in education, housed at IIEP since 1992.	

What activities has IIEP delivered?

Institution building

During the evaluation period, IIEP have reported activities in association with two regional centres: the Regional Centre for Educational Planning Studies – Puebla Panama in Mexico; and a project to establish a centre of educational planning for countries of the Arab region. Institutes which were supported in the past remain involved with IIEP, as in the case of

NIEPA in India. In addition, IIEP is at present conducting a number of ongoing operational activities focussed on building training institutions for planners and managers. Examples include cooperation with the United Arab Emirates Regional Center for Educational Planning and Cambodia's proposed Educational Planning and Management Institute. There are further initiatives planned in the future, including assisting Afghanistan to establish a Department for Educational Management within one of the national universities. IIEP Buenos Aires also has developed reasonably extensive training partnerships and collaborations with the faculties of education in a number of Latin American universities and training institutions. All of these initiatives are intended to build the capability of training institutions, thereby having a multiplicative long-term impact on the global supply of educational planners.

Networking

Networking activities include support for networks such as ANTRIEP. For example, IIEP helped to establish ANTRIEP in December 1995 because of the strong growth in demand for the training of education planners and managers in Asia. Several institutions in Asia were involved in training and research in educational planning and management, but had no established mechanism for communicating to share experiences. As well as supporting its establishment, networking activities often involve an ongoing support role for IIEP.

How effective are these activities in contributing to IIEP and UNESCO objectives?

IIEP's report its achievements during the period of the sixth Medium Term Plan (prior to the evaluation period) included some general lessons on the topics of institution building and networking. It noted that support to national training institutions is a time and resource-consuming activity, national authorities must be strongly committed to making investments in maintaining capacity and ongoing support is required beyond the initial years.

Of the stakeholders surveyed, just over a quarter of respondents had networking or institution building involvement with IIEP. Ninety-five percent of respondents thought that IIEP was effective or very effective in strengthening national or regional training programmes in educational planning, administration, evaluation and monitoring. When asked how much of a positive difference IIEP activities made, 86% of respondents considered institution-building and networking to have made a big difference. International cooperation was viewed by 72 per cent of those stakeholders familiar with it as making a big difference.

In terms of field offices' views, fifty-five per cent of respondents to our survey thought that IIEP had made a big difference to fostering closer cooperation among the countries,

institutions and specialists in the field of education (a further 32 per cent thought they had made some difference).

NIEPA in India is considered to be a successful example of the positive contribution that IIEP and UNESCO can make through institution building of training organisations. NIEPA was set up as UNESCO Regional Centre for Educational Planners and Administration in 1961-62. On the completion of the 10-years contract with UNESCO, the Government of India took it over. Throughout NIEPA's history, IIEP have provided teaching materials and research and invited NIEPA staff to training courses. NIEPA was also selected as the focal point for the ANTRIEP network.

A less successful example highlights the external challenges to institution building and networking. IIEP had planned a West African (francophone) network of training institutions but this had not been achieved. The only institute which would have been suitable for support was based in the Ivory Coast, unfortunately conflict in that country intervened. IIEP has, however, managed to run training projects and educational management information system development in West Africa.

IIEP's training activities, described earlier in the Capability Building section, also support institution building. An example is Ethiopia, which has a department responsible for educational planning. IIEP have trained three people from that department and now the local university is including IIEP information in the Masters Course they teach. This means that when people from Ethiopia request training from IIEP, they can be also be referred to the university rather than being brought to study in Paris.

Two networks:
Southern African Consortium for Monitoring Educational Quality (SACMEQ)
SACMEQ is considered a particularly successful initiative in monitoring educational quality and, based on the SACMEQ experience, IIEP have been approached to initiate other such networks. The SACMEQ project has progressed in a number of stages: an initial capacity-building project during which IIEP staff trained educational planners from one Ministry of Education to undertake a national study; subsequent joint work with seven ministries of education, with IIEP and member state research teams working as equal partners to replicate the integrated research and training; and SACMEQ operating as an autonomous international organisation governed by an Assembly of Ministers of Education and undertaking a 15 nation study on the quality of education. IIEP now provides training and technical support only when invited.

Characteristics of the SACMEQ project which contributed to its success include: long-term donor support; a decade of hard work and commitment; and a shared need for information on education quality. In 2004 SACMEQ was awarded the prestigious Comenius Medal "for outstanding achievements in the fields of educational research and innovation".

> **Asian Network of Training and Research Institutions in Educational Planning (ANTRIEP)**
>
> ANTRIEP was set up by IIEP in 1995 and is jointly coordinated by IIEP and NIEPA in India. The overall objective of the network is to create synergy between the participating institutions to enable them to respond better to the growing and increasingly diversified needs for skills development in educational planning and management in the Asian region. More specifically, the network has the following operational objectives:
> • The regular exchange of technical information amongst members about specific issues relating to capacity building in educational planning and management;
> • The continuous upgrading of knowledge and skills amongst professional in the participating institutions by learning from each other's experience; and
> • The instigation of co-operative research and training activities in areas of common interest.
>
> Positive achievements include the addition of more members (from an initial 13 to 18 currently) and, in 2004 alone, two publications arising from seminars held, a synthesis report and a policy brief. However, the evaluators note that the website has not been updated since before the annual meeting of ANTREIP members in July 2004. We understand that this is the responsibility of the focal point, NIEPA, not IIEP directly.
>
> Challenges: The countries represented in ANTRIEP are very different in terms of their economic situations and stages of development. This has made the operation of the Network more difficult, as some are perceived as giving to the network without gaining anything for themselves, while others were contributing little.

> **An example of integration and cooperation: Education of rural peoples**
>
> IIEP agreed to undertake research into the education of rural peoples in cooperation with the Food and Agriculture Organisation. Gradually this research developed into a more complex project involving capacity building as well as facilitation of dialogue and cooperation between ministries of education and agriculture. Rural education has now been launched as flagship EFA programme. Outcomes of the project included improved linkages with the FAO, including a broader base of connections at country-level (e.g. Santiago and Bangkok UNESCO and FAO office linkages).

Ensuring that countries make use of IIEP training their people have undertaken was a theme in the discussion of the training area. An example of this is a Minister who asked IIEP for assistance because he didn't have the necessary capacity in his country. IIEP's response was in part to point out that there were four IIEP graduates in the country, and that if they were brought into the work, IIEP could also contribute.

QUALITY OF INTERACTION AND COORDINATION

In this section we consider the quality of interaction and coordination between IIEP and other UNESCO entities, as well as the quality of partnerships with other stakeholders. In addition, we also look at the degree of integration and coordination of activities between IIEP Headquarters in Paris and its branch in Buenos Aires.

QUALITY OF INTERACTION AND COORDINATION WITH UNESCO ENTITIES

We expected IIEP to have a significant degree of interaction and exhibit coordination with the following UNESCO entities:

- UNESCO Headquarters in Paris, particularly the Education Sector;
- UNESCO field offices, particularly in areas where IIEP was undertaking operational activities; and
- Other UNESCO institutes.

Interaction and Coordination with Headquarters

Our assessment of the quality of interaction and coordination between IIEP and the UNESCO Secretariat is largely informed by our interviews. As well as IIEP staff, we spoke to a number of key people within the UNESCO Education Sector, including programme specialists and senior staff (e.g. Section Chiefs, Directors) and the Assistant Director General and his Deputy. The Education Sector divisions we consulted included:

- Educational Policies and Strategies (EPS)
- Basic Education
- Secondary, Technical and Vocational Education
- Higher Education
- International Coordination and Monitoring for Education for All
- Promotion of Quality Education

In addition, we spoke to representatives of the Executive Office, the Bureau of Strategic Planning and the Bureau of Field Coordination.

In considering the degree of interaction and coordination between IIEP and the UNESCO Secretariat, it is important to take account of historical developments that have impacted on the evolution of these two entities. It is also important to consider the different operating environments of both IIEP and the UNESCO Secretariat, and the changing roles of these

organisations over time. Without taking account of these factors, a nuanced understanding of the current state of interaction and coordination cannot be obtained.

Both IIEP and the UNESCO Education Sector have been impacted in recent times by global trends in the reputation of the educational planning and management discipline and its perceived role in educational development. About the time of the 1990 International Congress on 'Planning and Management of Educational Development', in Mexico City, the central role of planning for educational development was being fundamentally questioned and the prevailing view to emerge de-emphasised its role. At the time, both IIEP and the UNESCO Secretariat had considerable institutional capacity in this field but, reflecting the sentiment of the times, it was decided that the educational planning division at UNESCO Headquarters should be disbanded. With the benefit of hindsight, this decision is now widely regretted within UNESCO and its effects can still be felt today. In recent years UNESCO Headquarters has been rebuilding its capacity in educational planning within the Division of Educational Policies and Strategies, however the Education Sector is yet to fully recover from the loss of experienced planners during the early 1990s.   Thankfully for UNESCO as a whole, IIEP remained strong and consolidated its position in the field throughout this period, thereby filling the vacuum that was created. This gap-filling role is most evident in IIEP's increasing participation in operational activities, an activity that in budgetary terms now accounts for over 45 % of IIEP's total direct costs.

A second important contextual factor is the significantly different operating environments facing IIEP and the UNESCO Secretariat. It is evident to us from our field visits that IIEP enjoys considerably more autonomy and flexibility than the UNESCO Secretariat, and it is able to respond more quickly and with more certainty to requests for assistance from Member States. This is both a blessing and a potential curse: on the one hand, responsiveness to the needs of Member States is what UNESCO strives for and is a key reason why Member States often prefer to approach IIEP directly rather than through UNESCO field offices or the Secretariat; on the other hand, this flexibility and responsiveness can result in mandate creep, so that their activities overlap with those of other UNESCO bodies, and, potentially, a dilution of effectiveness as IIEP strives to deliver on many fronts.

A third contextual issue is the fact that UNESCO is undergoing a significant process of change, guided by the decentralisation and results-based management oriented reforms. While many aspects of the past and current state of interaction and coordination between IIEP and UNESCO HQ can be better understood once the above historical factors are taken into account, the future ambition of UNESCO is to operate in a way that is quite different from the current reality. As UNESCO implements its reforms to become an effectively functioning decentralised and results-oriented institution, its constituent parts (the secretariat, the institutes and centres and the field offices) must change and evolve to suit the new

environment. What may have been a sensible way of operating in the past may no longer be appropriate for the future. In this context, all entities in the UNESCO system must be prepared to reappraise their mandates and roles in light of the reform process.

Bearing the above in mind, we now turn to the evidence on the quality of interaction and coordination between IIEP and the UNESCO Secretariat:

- In general terms, there is a reasonably high level of interaction between IIEP and UNESCO Headquarters. Yet the interaction can also be described as of variable frequency and quality. All of the Education Sector Divisions we consulted had engaged with IIEP in recent times. In some areas (e.g. Educational Policies and Strategies and Secondary, Technical and Vocational Education), the level of interaction was reasonably frequent. However, in other areas, the level of engagement was lower. We were left with a sense that the level of engagement at least partly depended on the existence of personal contacts (i.e. those with established personal relationships were more likely to have more frequent contact). While inter-personal relationships will always be an important part of the institutional fabric of UNESCO, it suggests to us that IIEP-HQ relationships could be better cemented at an institutional level (e.g. through the agreement of a Memorandum of Understanding between the Education Sector and IIEP that sets out the respective roles and areas for joint work);

- We encountered a number of examples of good collaboration between IIEP and UNESCO HQ (involving field offices where appropriate), particularly in relation to joint-research and the organisation of and participation in workshops. In relation to large in-country operational assistance activities, such as UNESCO's work in Afghanistan, staff from IIEP, the Secretariat and the field offices worked closely and effectively together. At the same time, we also encountered frustration about a perceived lack of collaboration, both within IIEP and in certain areas of the Education Sector. More often than not, the cause of concern was perceived overlap or simply failing to keep one another informed. In most cases, these complaints were more likely to relate to areas of the education sector where there was a low level of interaction. Both issues (i.e. perceived overlap and insufficient communication) could be addressed through increased dialogue and a better mutual understanding of the relative roles and priorities of IIEP and the Education Sector;

- In addition to project-oriented collaboration, IIEP has also provided support to UNESCO Education Sector processes, for example by participating on working groups and undertaking the coordination role in respect of HIV/AIDS. Some IIEP senior staff we spoke to felt their participation in UNESCO processes was not always beneficial and productive for IIEP. This may be due, in part, to the layers of bureaucracy that can surround Headquarters and, no doubt, frustrate both IIEP and HQ staff alike. Care needs to be taken to ensure that "red tape" at UNESCO HQ does not get transferred to IIEP, which is administered in a streamlined fashion relative to the Secretariat. Similarly,

the UNESCO Secretariat needs to make sure that when it seeks IIEP's participation or compliance with a new UNESCO policy (e.g. requirement to be integrated into FABS), that it provides sufficient lead time and adequate support to the Institute to ensure smooth implementation;

- A variety of views were expressed by Headquarters staff on the issue of IIEP's role in relation to operational activities. Those who thought operational activities were not part of IIEP's mandate, and considered that they should play more of an "upstream, backstopping" role, were typically "future focussed" and thinking about IIEP in the context of implementation of the decentralisation strategy of UNESCO going forwards. In contrast, those who were more comfortable with IIEP's significant role in providing technical assistance directly to Member States typically were viewing the situation from the perspective of the "present", and thus recognised IIEP's role in operational activities as a product of history.[21]   Thus these contrasting views can, in a sense, be reconciled: the historical growth in operational activities since the mid-1990s can be seen as necessary, given the vacuum of educational planning capacity in the Secretariat during the early part of this period, and important reflecting our earlier results that show these activities have clearly generated regional- and country-level benefits; yet, looking to the future, the vision for UNESCO would presumably involve IIEP playing less of a "hands on" role in operational activities, and instead providing technical advice and "back stop" support – alongside the UNESCO Secretariat – to field offices. How to make a sustainable transition between these two states and yet continue to respond to the immediate needs and demands of Member States presents a tough challenge for both UNESCO and IIEP;

- In contrast to the views on operational activities, there was a high level of support within Headquarters for IIEP's role in relation to training and research. Most interviewees see these functions as IIEP's core business. Some interviewees felt that these functions had been somewhat compromised in recent times by the perceived dilution of focus away from these activities and onto operational activities. For example, the perception among some staff at Headquarters was that, given the vast needs for training of educational planners and managers in Member States and development agencies (including upstream agencies such as UNESCO), IIEP should largely devote its efforts to this role and, particularly, go to greater lengths to train the trainers and build the institutional capability of training institutions. We would agree with this perception up to a point. We consider that even under an effectively functioning decentralised UNESCO system, IIEP will continue to play an important role in the provision of upstream technical assistance and training to Member States. However, it would also appear to us that IIEP has been "stretched" in recent times by the sheer scale of operational activities that it has undertaken and perhaps some refocusing is in order in this area. While we also think that

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[21] In addition, some argued that operational activities are "additional" to the other activities of the Institute, since they are largely contract funded. This is true but only up to a point, since the same staff who are involved in training and research activities are also involved in operational activities.

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IIEP face a major challenge in finding ways to increase the reach and impact of its training activities, we do not agree that training or research has been subject to neglect at the expense of operational activities. Indeed, throughout the evaluation period the Institute has made considerable advancements in both the training and research areas. Perhaps the one area of neglect, since something has to give when an institution takes on so much, has been in the area of internal capability development within the Institute (an issue we pick up on the section on staff management);

■ An issue that arose a lot in our interviews was that of overlap – both the potential for it and real overlap of mandates and types of activities. It is clear to us that there are a number of examples of overlap between the roles and activities of the Education Sector and IIEP. In some areas there is potential for overlap (e.g. secondary, technical and vocational training) but actual overlaps are largely avoided by way of informal understandings (i.e. as to who will do what) between IIEP and the relevant division. In other areas, however, the overlaps are real and potentially significant. For example, the Division of Education Policies and Strategies (EPS) has responsibilities in relation to national planning and is involved in providing some technical assistance to Member States. This includes organising country-specific training on educational strategies, yet IIEP also provides training and technical support to Member States in similar areas. We are not suggesting that there is necessarily significant duplication of effort, but the potential for overlap is high. Clarity of the respective roles of EPS and IIEP is required (and in any other areas of potential or actual overlap), particularly in the transitional period toward full decentralisation. In addition to issues of overlap, the reliance of both IIEP and EPS on extra-budgetary funding can put IIEP and EPS into competition with respect to donor agencies, which is unhealthy from an overall UNESCO standpoint and frustrating for donors. This issue of competition between UNESCO entities is potentially widespread, although arguably competition between UNESCO and UN agencies (e.g. UNICEF and the World Bank) is a bigger problem. Notwithstanding these concerns about competition and overlap, it is inevitable (and even desirable) that some overlapping of mandates and roles occur. Improved processes for communication, planning and coordination are needed to ensure overall coherence of the education programme so that overlaps are kept to a minimum; and

■ Related to the issue of overlapping mandates and activities discussed above, we also encountered confusion and ambiguity in relation to lines of accountability between IIEP and Headquarters. The issue of confusing and multiple lines of accountability for institute directors has been well traversed in previous evaluations and need not be covered again here. However, a further dimension to this issue relates to accountability in respect of expected outcomes identified in C5s and other UNESCO accountability documents. A number of senior managers in the education sector expressed the view that ultimate accountability for expected outcomes rested with the Education Sector, yet they did not have control over the institutes or their budget, which nevertheless were

seen as being intended to make a contribution towards the results to be achieved. We stress, however, that IIEP is itself accountable to the General Conference[22], the Director is accountable to the Director General[23] and IIEP is also accountable to donor agencies. Some suggested that there should be greater transparency around what UNESCO regular programme contributions to institute budgets were to be used for. Some Education Sector managers felt that only 1-2 pages for each Institute in the C5s was not enough, and indicated that a "contractual model" (i.e. setting out in more detail what UNESCO funding is "purchasing") was needed. While such questions are beyond the scope of our evaluation, we would certainly agree that the current planning and accountability documents leave a lot to be desired in terms of the overall coherence of the education sector strategy, the articulation of expected outcomes and the description of each entity's contribution to those outcomes. Given the size and complexity of UNESCO, however, remedying this issue will not be straightforward and must start with a close inspection of the planning processes of UNESCO and an evaluation of supporting tools such as SISTER. We note that as evaluators who had to navigate our way through many of these documents and systems, we found the planning approach and associated documents of IIEP much easier to understand and digest than those of UNESCO.

Recommendations:

15. IIEP and UNESCO should take steps (including considering the establishment of a Memorandum of Understanding and/or a contractual approach to funding in respect of the UNESCO financial allocation) to systematise the linkages between the Institute and the Education Sector in relation to the planning and coordination of activities so as to enhance coordination and minimise the potential for overlaps.

16. UNESCO should commit in the next biennium Programme and Budget to providing sufficient lead time and adequate support to IIEP (and other decentralised bodies) when it requests participation in UNESCO processes or compliance with new UNESCO policies, in order to facilitate and enhance participation and compliance.
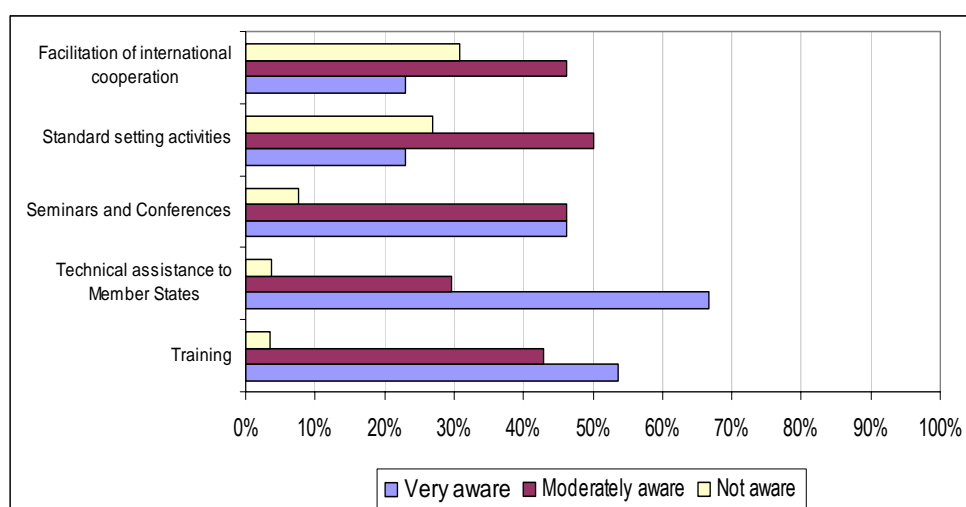
Interaction and Coordination with Field Offices, Institutes and Centres

Our assessment of the quality of interaction and coordination between IIEP and UNESCO field offices, institutes and centres is based largely on interviews with IIEP staff and a survey of field offices, education institutes and centres. The survey was administered online and was sent to all UNESCO field offices and category I education institutes and centres. The survey was completed by the office directors or, where appropriate, the education programme specialist. The number of usable responses was 33, a response rate of 60%. A full set of survey results is included as Appendix Three.

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[22] The Chair of the IIEP Board presents a report of IIEP's activities to Commission II of each General Conference.

The first pre-requisite for good levels of interaction and coordination is awareness. Our survey found generally high levels of awareness of IIEP activities, particularly in the areas of technical assistance to Member States, training and seminars and conferences. In terms of IIEP's activities to facilitate international cooperation, around 30% of respondents indicated they were not aware of these activities. This may suggest a need for IIEP to raise awareness of its international cooperation efforts, and to involve field offices in those efforts, or it may reflect a problem with interpretation of this survey question. This is an area for follow up. The relative lack of awareness in the area of standard setting is less surprising given that IIEP, unlike other Institutes, does not have formal responsibilities for standard-setting.
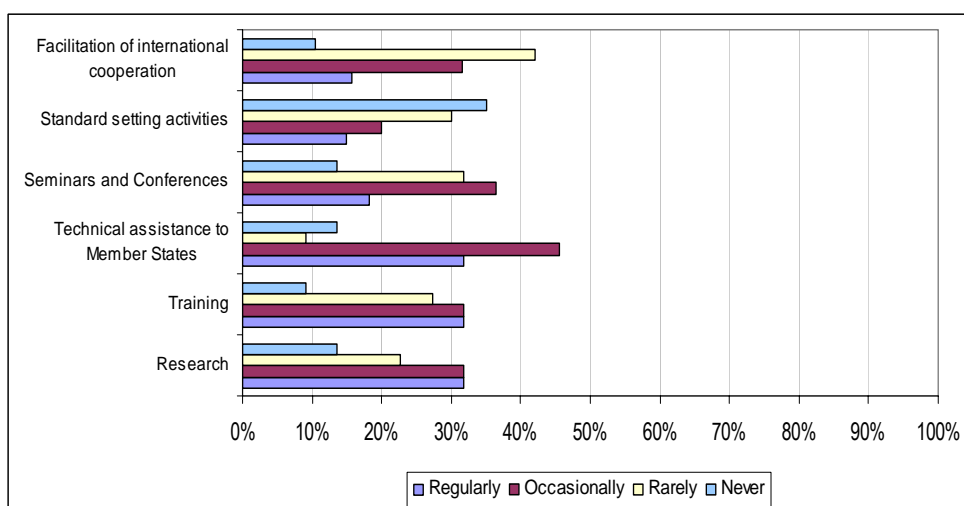
Figure 4: **Awareness of IIEP**

Source: Survey of Field Offices, Institutes and Centres

The second pre-requisite for high quality interaction and coordination is regular engagement. Figure 5 shows that around 1 in 3 field offices, institutes or centres have regular engagement with IIEP in relation to training, research and technical assistance projects. A further third, and nearer to one-half in the area of technical assistance, have occasional engagement. Given the size and geographical spread of the field office network, we consider this to be a relatively high level of engagement. It certainly compares favourably to the other category I education institutes and centres.

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[23] This responsibility has been delegated to the Assistant Director General, Education.

**Figure 5**: **Frequency of Engagement with IIEP**

Source: Survey of Field Offices, Institutes and Centres

It is important to note that both the IIEP-Paris and the branch in Buenos Aires have regular contact with field offices. In the case of IIEP-Buenos Aires, its assistance for in-country technical assistance is typically sought via UNESCO field offices (e.g. Brasil and Mexico). IIEP-Buenos Aires has also relied on field office logistical support for some research projects funded by third parties. The office maintains good relations with the Uruguayan and Chilean offices.

The third pre-requisite for high quality interaction and coordination with field offices, institutes and centres is the effectiveness of the engagement. Figure 6 shows that survey respondents were evenly divided on whether they considered IIEP very effective or moderately effective. No survey respondents considered IIEP to be not effective. When benchmarked against the results for other Institutes, IIEP stands out as the most effective category I UNESCO institute or centre in terms of the effectiveness of engagement, although the results for UIE and IBE are not far behind.

Figure 6: Effectiveness of Engagement with Field Offices, Institutes and Centres
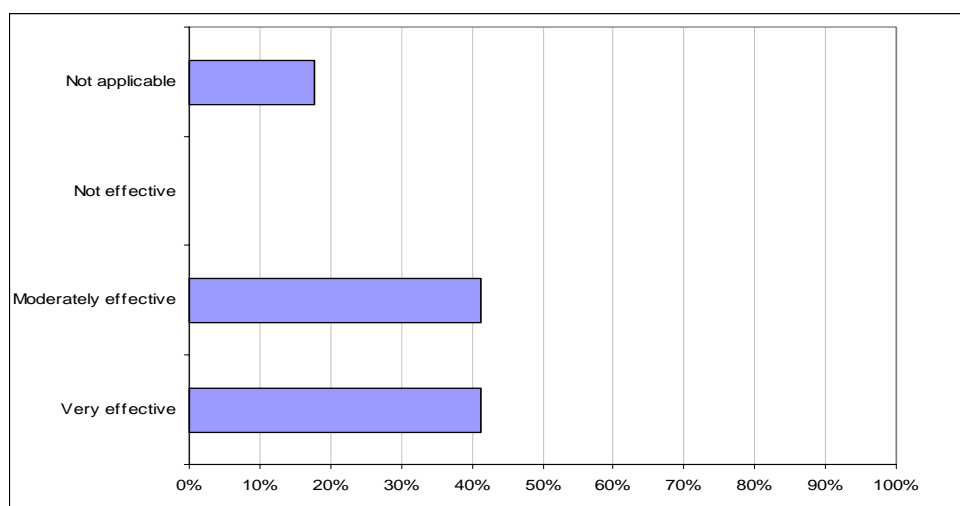
Source: Survey of Field Offices, Institutes and Centres

While the above results paint a generally positive picture of the quality of interaction and coordination with field offices, institutes and centres, this needs to be seen in the context of generally poor levels of interaction and coordination generally. As one respondent put it:

> "The central question for field offices [in relation to the Institutes and Centres] is … the weakness of their support for the Member States and the implementation of the activities of field offices. Only IIEP is attentive to the problems of field offices."

When viewed from the perspective of IIEP the quality of interactions and collaborations with field offices is somewhat more mixed. IIEP senior management indicated that the Institute's experiences working with field offices varied significantly depending on the people and personalities in the different offices. For example, in Cambodia, IIEP "have had a fantastic experience – a joint venture with the field office. They have been instrumental in enabling IIEP to work in that country". In another instance, the Nepal Country Office not only provided assistance with coordination and logistics, but provided important information about security concerns and also prevented a possible overlap between UIS and IIEP – both institutes were about to go into the field to collect data for EMIS projects and they ended up coordinating. Notwithstanding these positive experiences, some field offices have not been so helpful. In these cases the result may be that IIEP cannot work in the country concerned, but on occasions IIEP has also "worked around" the field office. IIEP's main concern was that "if [field offices] make commitments, they [should] follow through, but it's not always the case".

UNESCO's category I education institutes and centres each have their own focus areas, although these are not mutually exclusive. In particular, we observe that UIE, IIEP and UIS

can be conceptualised as dealing with cross-cutting issues on a global scale. All education systems and levels need planning and management, curriculum content and needs for the collection of statistics. Other institutes and centres, in contrast, have a narrow mandate, for example focussing on a particular part of the education system (e.g. higher education, technical and vocational training) and/or a particular region (e.g. Africa, Europe or Latin America). In the case of IIEP, the cross-cutting nature of planning and management results in them undertaking work, particularly research, in a range of areas that potentially overlap with the work of other institutes and centres (e.g. higher education, financing of secondary education, vocational training, use of ICTs in education and education statistics). However, this potential for overlap largely seems to be managed through communication and tacit understandings as to which organisation will do what. We did not receive any complaints of IIEP overstepping its mandate in these areas.

In some areas, such as higher education, there is nevertheless some ambiguity associated with IIEP's role. The two specialist higher education institutions – IESALC and CEPES – both have a regional focus – Latin America and the Caribbean, and Europe respectively. Thus there are large parts of the developing world where IIEP is the only institute or centre active in the higher education area, although the Secretariat is also active in this field. We recommend that the three institutes continue to develop their awareness of their respective work programmes in the area of higher education.

The evaluators were asked to look at IIEP's role in relation to the International Institute for Capacity building in Africa (IICBA) in Ethiopia. We asked interviewees about this and typically received a view similar to that expressed in the 2005 evaluation of IICBA: that there had been a question of who was responsible for educational planning in Africa following IICBA's establishment, but that given IICBA's resource constraints and limited capacity, it chose to focus on teacher training which is not an area of overlap. Given IIEP's established knowledge, and constraints on IICBA's capacity, we recommend that IIEP continues to take the lead on Educational Planning in the region until such time as IICBA's capacity is reviewed and strengthened.

It is also relevant to note that IIEP indicated to us that they would have continued to establish their own decentralised units (along the lines of the branch in Buenos Aires) in different regions if the UNESCO strategy for Institutes had not excluded that possibility[24]. When we enquired whether IICBA might have the potential to be the regional hub for educational planning and management in Africa, some doubt was expressed by IIEP. In their teaching and research activities, IIEP draw heavily on a body of external academics and development experts and their view was the any regional hub would need to be based in a

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[24] During the evaluation period UNESCO and the United Arab Emirates agreed to establish a Regional Centre for Educational Planning as a Category II institute under the auspices of UNESCO. This Regional Centre was initially conceived as a potential regional branch of IIEP.

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major centre in order to attract the trainees, staff and other support required. For example, the prestige of Paris, the proximity of UNESCO, the OECD and the opportunity to draw on experts from the French Government, as well as on professors from universities in France and neighbouring countries, and the ease of international travel connections contribute to the effective functioning of IIEP. Buenos Aires offers similar advantages for IIEP in Latin America. These factors need to be considered when considering the location of regional hubs.

We found positive examples of IIEP collaboration with a number of UNESCO institutes and centres. For example, UIS and IIEP both run courses on EMIS, with UIS focusing on how to collect data and IIEP on how to analyse it. There is some potential for overlap of mandate, as almost occurred in Nepal, but largely this is managed through the maintenance of contact between the Institutes. IIEP has also cooperated with IICBA on research into the education of Nomadic peoples in East Africa. There have also been interactions and collaborations with UIE and IBE in recent times, including in Latin America. In general, we found little evidence of significant overlaps between the activities of the Institutes. While there is scope for overlap, in general this is managed by institutes and centres playing complementary roles.

QUALITY OF PARTNERSHIPS WITH NON-UNESCO STAKEHOLDERS

In terms of stakeholder engagement, we expected to see evidence of close working relationships and partnerships with:

- Member States, particularly senior representatives of ministries of education;
- Education training institutions (e.g. national training institutes, universities etc);
- Former trainees;
- Consultants working in the area of educational planning and management; and
- Aid agencies and NGOs working in the field of education.

In our stakeholder survey, we asked about the frequency of stakeholder contact with IIEP. Figure 7 illustrates that over 50% of respondents, most of whom represent Member States, indicated they were in frequent contact with IIEP, and a further 35% indicated that they engaged whenever specific projects were underway. Less than 5% of respondents indicated that they had never had contact with IIEP.

Figure 7: Frequency of Stakeholder Contact with IIEP
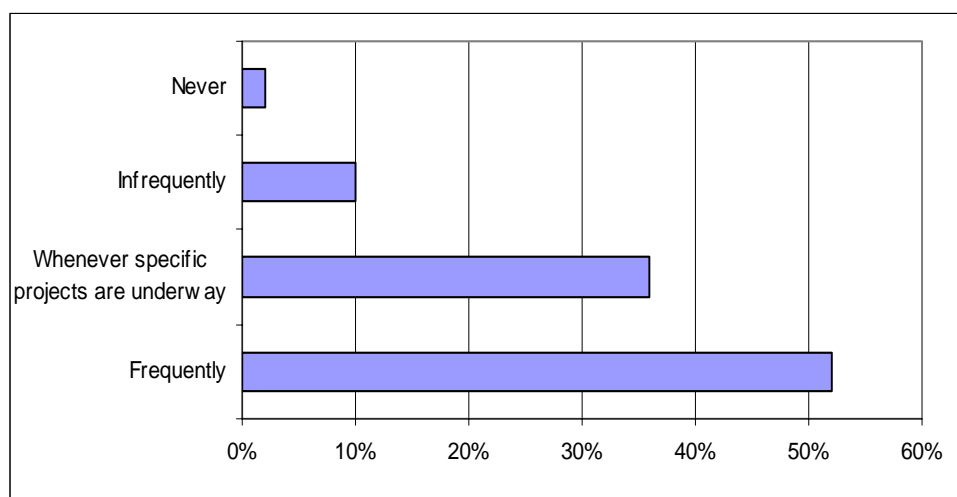
Source: Survey of Stakeholders

Stakeholder awareness of with IIEP is mostly maintained through personal contact with IIEP staff and IIEP publications such as the newsletter. Other important channels including through the virtual institute, the IIEP web sites and the Donors day.

For representatives of Member States it is common for there to be direct relationships with IIEP, not least because of established contacts with former ATP trainees. Our visit to IIEP-Paris coincided with the UNESCO General Conference and we observed a number of Ministerial delegations visiting IIEP. In general, feedback from Member States on the effectiveness of IIEP interaction and coordination was very positive. One representative of a Member State indicated that IIEP had "assisted our contact with donors and other agencies interested in the work we do in educational policy, research and training."

It was often commented to us that Member States prefer to deal directly with IIEP due to its flexibility and willingness to respond instead of engaging UNESCO via the field offices. It has to be said too that some Member States will occasionally play off one part of UNESCO against another (e.g. IIEP against the Education Sector) – or, alternatively, play off UNESCO against another UN agency (e.g. UNICEF, World Bank) – in order to obtain the best possible engagement. While understandable, this sort of behaviour is a potential threat to the development of "a single UNESCO".

Former trainees are an important group of stakeholders for IIEP. Based on our surveys and the ATP Tracer Study, a significant proportion of ATP and Regional Course trainees maintain contact with IIEP following completion of the training. The level of contact ranges from receipt of newsletters, notification of seminars and conferences, through to participation in discussion forums and personal correspondence and collaboration (e.g. co-organisation of training of managers of provincial ministries of education). Trainees not only maintain

relationships with IIEP but they also form important networks with their peers (see figure 8). A number of stakeholders considered the development of an international network of trained people – many of whom now hold positions of influence in education – to be one of IIEP's most significant contributions, yet some also considered that IIEP could do more to exploit that network. During this evaluation we have been provided with conflicting information with regards to the existence of a functioning Alumni network.

Figure 8. Frequency of Post-Training Interaction between IIEP and Trainees
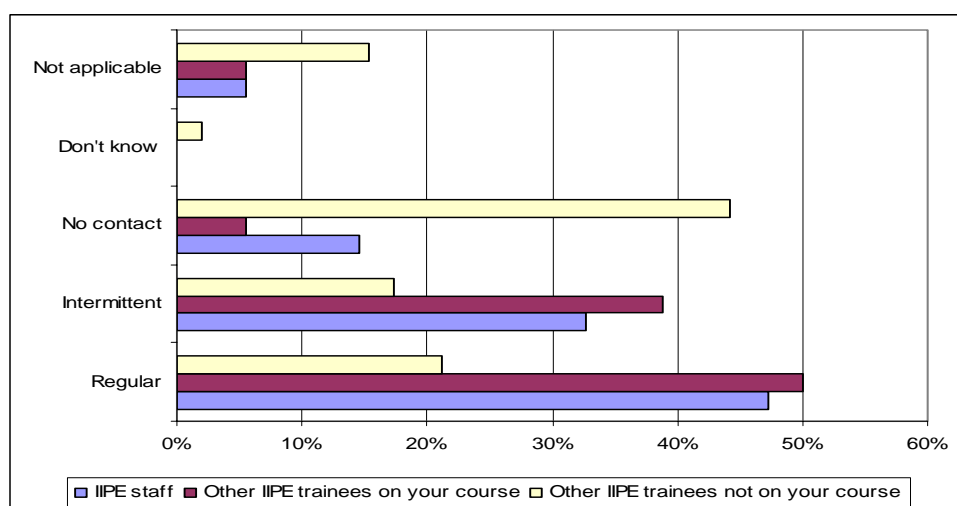
Source: Survey of Former Regional Course Trainees

IIEP has an informal advisory group known as the College of Consultant Fellows. It comprises experts in the field of educational planning, including academics, independent consultants and former staff of IIEP. The College does not meet as a group and has no formal role in respect of planning or governance of the Institute. However, on occasion, individual members of the group are called on to advise IIEP or to actively take part in IIEP projects (e.g. research).

IIEP plays an important role facilitating contact between donors and other partner agencies, and mobilising funding for training scholarships, research, in-country seminars and courses and operational activities. While IIEP will play this facilitation and coordination role in respect of individual projects, it has also acted in recent years to systematise its relationships with donors and other partner agencies. In particular, IIEP established an annual Partners Day, in part, to improve interaction and coordination of partners, particularly donor agencies, working in the field of education. At this event, IIEP makes presents the recent achievements of the Institute and its future direction, based on the Institute's medium-term strategy, and invites partner organisations and potential funders to reconfirm their funding and other commitments.

As discussed elsewhere, one issue of concern for bilateral donors is perceived competition between UN agencies for funds. This is particularly evident in relation to issues such as HIV/AIDS, where a number of UN agencies have legitimate roles to play. However, the increasing emphasis on extra budgetary funding brings to the fore the potential for harmful competition between agencies. Lack of inter-agency cooperation can have a negative impact on global priority setting and implementation of development assistance.

INTEGRATION AND COORDINATION BETWEEN PARIS AND BUENOS AIRES

IIEP-Buenos Aires is a branch of IIEP Paris and its Director reports to the Director of IIEP-Paris. It is responsible for IIEP's activities in the Latin American region, but operates in accordance with procedures and managerial guidelines developed in Paris. The Director of IIEP-Buenos Aires takes part in meetings and other managerial activities in Paris, as any other manager of IIEP in Paris. The difference is that responsibilities of the Head of the BA office are "cross cutting". The Director-BA also regularly attends meetings of the Governing Board.

Although a division of IIEP, the level of contact between IIEP-BA and IIEP-Paris is not high. In part this can be explained by the impediments of distance and language. The Director of the Buenos Aires office, however, has frequent contact with the Director-IIEP (Paris). There is also some dialogue between the training coordinator for the Regional Course and her equivalent in Paris, especially in relation to annual review of course content.

In terms of strategic management and funding, IIEP-Buenos Aires operates with considerable autonomy. While the proposed programmes of IIEP-Paris and IIEP-BA are presented in planning documents as being integrated, IIEP-BA strategic planning – which is conducted annually – is largely conducted without participation from IIEP-Paris. Nevertheless, the same source documents (e.g. EFA guidelines and UNESCO's overall medium-term plan and biennium programme) are drawn on to inform both IIEP-BA and IIEP-Paris planning. There is little room for the BA office to influence or feedback into broader UNESCO strategic planning. Whenever this opportunity arises, it happens through suggestions and discussions held within IIEP in Paris, since the office for Latin America has the same relevance on the discussion of medium term planning of IIEP as any other department of the Institute in Paris.

The BA office reports that it does not find it difficult to reconcile the different demands from Paris, HQ and member states. Although in some cases the specifics problems faced in a Latin American context can lead to some conflict between member state needs and IIEP guidelines, it is understood that this tension between demands and institutional priorities helps focus activities and develop new services and activities. Whenever these new and

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conflicting demands are compatible with EFA guidelines (they often are) it is understood by the BA office that the strategy has to adapt to the reality not the other way around.

Most of IIEP-BA's fund-raising activities are done independently from Paris fund-raising and they share few of the same donors with IIEP-BA. An area of concern is the lack of integration of IIEP-Buenos Aires with the fundraising strategy of IIEP-Paris. For example, the evaluators were told that IIEP-Buenos Aires does not have a direct involvement in the Paris-organised Donors/Partners Day.

In summary, we find that IIEP-BA operates in many ways as a relatively autonomous educational planning institute in its own right, although it does draw heavily on teaching resources developed by IIEP-Paris for the Regional Course. There is little interaction or mobility between IIEP-BA and IIEP-Paris, except at the Director level and, to a lesser extent, between coordinators of the training programmes in Paris and Buenos Aires. Planning documents and other documentation give the impression of integration, but the reality is that Paris and BA operate largely independently. This is particularly the case with respect to fund-raising. Notwithstanding the difficulties of developing closer ties between different continents and languages, we consider there would be significant value in increasing dialogue, mobility and the quality of engagement. In theory at least, IIEP should function as an integrated whole.

Recommendations:

17. IIEP should initiate a project aimed at achieving better integration between IIEP Headquarters in Paris and its branch in Buenos Aires, particularly in respect of strategy and planning, back-office support and fund-raising, by the next medium term plan.

FINANCIAL AND ORGANISATIONAL MANAGEMENT

The evaluation team were asked to focus on the following aspects of IIEP's financial and organisational management:

- Analyse the funding patterns, mechanisms and their impact on institutional capacity, viability and sustainability;
- Assess the process by which extra-budgetary resources are sought and obtained and to what extent the extra-budgetary funding is aligned to the strategic objectives of UNESCO;
- Assess whether the additional financial resources attracted by IIEP compare favourably with those of other category I Institutes or with the UNESCO Education Sector;
- Evaluate the management of inputs to deliver expected outcomes, bearing in mind available resources; and
- Examine the quality of organisational management and the impact of the extent of functional autonomy provided.

We analyse these issues below under three headings: funding patterns and extra-budgetary funding; financial and organisational management; and governance.

FUNDING PATTERNS AND EXTRA BUDGETARY FUNDING

Funding Patterns

Table 17 illustrates the key patterns in funding sources for IIEP over the period 1996 to 2004. More detailed information on funding sources is provided in Appendix Five. The key points to note are that:

- Overall funding has increased by an average of 8.5% per annum over the period 1996 to 2004, despite a 34% reduction in the annual UNESCO financial allocation from $3.4 million in 1996 to $2.6 million today;
- Over the same period, extra-budgetary funding has risen from 53% of total ordinary income to 80% by 2004, or from $1.13 per dollar contributed by UNESCO in 1996 to $4.01 per UNESCO dollar today;
- In absolute terms, the main growth has come from voluntary contributions, which more than doubled from $3.1 million in 1996 to $7.2 million in 2004; and
- While not contributing as much growth in absolute terms, contract revenue has grown fastest in proportionate terms, increasing by an average of 36.5%.

Table 17: Summary of IIEP Funding Patterns

	1996	1997	1998	1999	2000	2001	2002	2003	2004
UNESCO Financial Allocation	3,414,466	3,060,139	2,719,788	2,801,377	2,298,999	2,180,039	2,550,000	2,550,000	2,550,000
% of Total contributions and contracts	47%	39%	40%	37%	35%	25%	23%	23%	20%
Voluntary contributions by Member States	3,146,645	2,547,855	3,063,747	2,297,425	2,765,945	2,948,086	3,239,413	4,208,665	5,336,479
Other voluntary contributions							2,128,675	1,420,000	1,898,216
Total voluntary contributions	**3,146,645**	**2,841,855**	**3,063,747**	**2,297,425**	**2,765,945**	**2,946,086**	**5,368,088**	**5,628,665**	**7,234,695**
% of Total contributions and contracts	43%	33%	46%	30%	43%	33%	49%	50%	57%
Government Contracts	349,007	1,707,003	129,112	1,116,055	1,105,514	1,967,941	1,181,487	671,663	1,141,903
Other Contracts	376,111	477,445	806,236	1,388,893	337,251	1,767,635	1,935,322	2,187,664	1,700,128
Total Contracts	**725,118**	**2,184,448**	**935,350**	**2,504,948**	**1,442,765**	**3,735,576**	**3,116,809**	**2,859,327**	**2,842,031**
% of Total contributions and contracts	10%	28%	14%	33%	22%	42%	28%	26%	22%
IIEP Building Maintenance Contract								131,971	140,737
Total extra budgetary funding	**3,871,763**	**4,732,303**	**3,999,097**	**4,802,373**	**4,208,710**	**6,681,662**	**8,484,897**	**8,619,963**	**10,217,463**
% of Total contributions and contracts	53%	61%	60%	63%	65%	75%	77%	77%	80%
Total contributions and contracts	**7,286,229**	**7,792,442**	**6,718,885**	**7,603,750**	**6,507,709**	**8,861,701**	**11,034,897**	**11,169,963**	**12,761,463**
Growth rate		6.9%	-13.8%	13.2%	-14.4%	36.2%	24.5%	1.2%	14.3%

Source: Audited Financial Statements for IIEP and own calculations.

The growth in extra-budgetary funding over the evaluation period is impressive (113% since 1999), particularly given the established nature of the Institute. The implications of these funding patterns for the viability and sustainability of the Institute's activities are discussed further below.

Fund Raising

Extra budgetary funds are those that do not form part of the assessed contributions of Member States to the UNESCO regular budget. The Director General is authorised to receive such funds for the implementation of programmes and projects consistent with the aims, policies and activities of UNESCO.

Throughout the UN system, extra-budgetary funding has been growing in importance since the 1980s and has become a significant source of funds. And since the 1990s, UNESCO education Institutes and Centres have been encouraged to increase extra-budgetary funding as a means of increasing capacity, particularly in the context of declining regular programme funding from UNESCO. Indeed, there is a general expectation among staff at the UNESCO Secretariat that extra-budgetary funding should be the main source of funding for the education institutes.

As we saw from the previous analysis, IIEP has managed to substantially raise its share of extra budgetary funding over the period 1996 to 2004, with approximately 80% of total regular funding coming from extra-budgetary sources. Indeed, as the following table shows, the funding raising performance of IIEP stands out as exemplary compared with the other Institutes. IIEP consistently raises the largest amounts of extra-budgetary funding in absolute terms. Measured proportionately, its share of extra budgetary funding is on a par with UIE and significantly ahead of IITE, IICBA, IBE, CEPES and IESALC. Only UNEVOC, which has been heavily subsidised by the German Government, raises significantly higher share of funds from extra-budgetary sources.

Table 18: Extra-Budgetary Funding for UNESCO Category I Education Bodies

Institute or Centre	Location of Headquarters	Year Established	Total Funding (US$) 2002-03	% of EBF 2002-03	Average % of EBF 96/97 – 02/03
UNEVOC	Bonn	2000	1,947,353	92%	85%
UIE	Hamburg	1952	6,915,000	73%	66%
IEEP	Paris	1963	15,822,188	65%	62%
IITE	Moscow	1997	2,488,400	56%	35%
IICBA	Addis Ababa	1999	3,755,000	47%	33%
IBE	Geneva	1969	8,563,413	46%	25%
CEPES	Romania	1972	2,560,600	22%	18%
IESALC	Caracas	1998	2,418,380	9%	5%

Fund raising has long been an important part of IIEP's strategy for leveraging its resources and achieving critical mass. In particular, IIEP's fund raising strategy has been underpinned by the following factors:

- General trends towards increased extra-budgetary funding within the UN system since the 1980s;
- An acute awareness of the need to diversify funding sources, particularly in the context of UNESCO funding declining (1996-2001) and then remaining static (2002-2005);
- Increased demand for IIEP services from Member States and development institutions, due to recognition of the importance of country-level capacity and capability in educational planning and management; and
- A desire on the part of IIEP to achieve sufficient scale to have a real impact on the global stage.

IIEP raises different types of extra-budgetary funding. For example, voluntary contributions (which are referred to within the Institute as "soft-earmarked" or "general budgetary" funding) are used to fund training, capacity building, research (sometimes tagged to fairly broad priorities, such as monitoring educational quality, EFA, and HIV/AIDS). Such funds are provided under contractual arrangements but have few restrictions or specific deliverables. In contrast, Contract income tends to fund operational activities, which are project based and involve specific contractual deliverables. Extra-budgetary funding is also raised for trainee scholarships , and is held in trust on Trainees' behalf. Some contributors provide a mix of these funding types.

Long standing donors of significant funds regularly commission evaluations of the effectiveness of the activities they have funded. For example, a recent evaluation of IIEP activities funded by the World Bank Development Grant Facility (DGF) concluded that IIEP

programmes supported by the DGF are (i) highly relevant; (ii) efficiently implemented; (iii) adopt effective strategies for capacity and institution-building; and (iv) have had a positive short-term impact and are likely to achieve long-term development impact. Reflecting these findings, and previous evaluation findings, the evaluation recommended that the World Bank consider moving to a longer-term funding arrangement for IIEP.

In recent years, IIEP has increasingly systematised its fund raising strategy, in part owing to the increasing number of individual contributing organisations and states each year. In particular, IIEP has developed an annual Partners Day , during which IIEP makes presentations to partner organisations and potential funders about the recent achievements of the Institutes and future direction of the Institute based on the medium-term strategy. IIEP also targets donors through networks it supports (e.g. most donors are represented within ADEA).

Another aim of IIEP's funding strategy is to shift funding agreements on to a more sustainable, medium-term footing. To this end, IIEP has been working closely with key donors, some of which have a very long history of funding IIEP (e.g. funding agreements with the Swedish International Development Authority (SIDA) have been in place since 1969), in order to move towards multi-year funding arrangements so as to provide for greater continuity and stability in funding arrangements and to facilitate longer term planning of Institute activities. Progress on this has been relatively modest, although some donors have changed, or signalled a willingness to consider changing, to multi-year agreements.

In recent years there has been a trend in the donor community towards decentralisation of aid to country-level, which has complicated the funding environment for multilateral agencies in general and IIPE in particular. In response to this trend, IIEP has had to work hard to coordinate funding agencies and other partner agencies in a number of different countries in order to foster support for programmes aimed at regional and sub-regional capacity building.

One issue of concern for bilateral donors is perceived competition between UN agencies for funds. This is particularly evident in relation to issues such as HIV/AIDS, where a number of UN agencies have legitimate roles to play. However, the increasing emphasis on extra budgetary funding brings to the fore the potential for harmful competition between agencies. Lack of inter-agency cooperation can have a negative impact on global priority setting and implementation of development assistance.

In addition to this Institution-level funding strategy, individual IIEP staff (e.g. Team Leaders) also engage in contract revenue fund raising. On rare occasions, IIEP has entered contestable tender processes, usually when invited to do so by a major funding agency. The Institute prefers not to engage in such processes, but will do so if invited and if the activity is aligned

with IIEP's mandate. Generally, however, opportunities for contract revenue come about through approaches from funders that result from established relationships with IIEP staff. Interestingly, some Governing Board members indicated that they felt an obligation to attempt fund-raising on behalf of the Institute.

One area of concern is the lack of integration of IIEP-Buenos Aires with the fundraising strategy of IIEP-Paris. For example, the evaluators were told that IIEP-Buenos Aires does not have a direct involvement in the Paris-organised Partners Day. Although there is some overlap in funders between Paris and Buenos Aires, this is not very common.

It is worth noting that almost two thirds of the extra-budgetary funding raised by IIEP-Buenos Aires over the last four years has been in the form of contract revenue rather than voluntary contributions. For example, in 2003 IIEP-BA raised $1.6 million in contract funding, which actually exceeded the contract funds raised by IIEP-Paris. Indeed, the Buenos Aires branch has significantly increased its extra-budgetary funding since its establishment in 1997, although its funding has been more volatile than for IIEP-Paris.

The funding strategy of IIEP-Buenos Aires is focused on selling IIEP technical capacity for specific projects and, while the Director IIEP-BA plays a role in this process, most of the technical experts in charge of IIEP-BA projects are themselves fund raising. Given the reliance of IIEP-BA on contract funding, in contrast to IIEP-Paris where the dominant form of funding is voluntary contributions (which generally involve soft earmarking or general budgetary support), there may be scope to improve the IIEP-BA funding situation (particularly the volatility of funding) by more closely integrating fundraising efforts across the two IIEP offices notwithstanding the fact that there is currently almost no overlap of donors between IIEP-Paris and IIEP-BA. While full integration may not be appropriate, there may be lessons for IIEP-BA from the experience with Donors days and other IIEP-Paris funding innovations.

Viability and Sustainability of Funding

An important element to consider in assessing the viability and sustainability of the current funding patterns is the diversity of the funding base. Over the period 1999 to 2004, the Institute has increased the number of individual donors significantly, as illustrated by Table 19.

Table 19: **Number of Individual Donors (by category of revenue)**

	1996	1997	1998	1999	2000	2001	2002	2003	2004
Voluntary Contributions - Governments	8	6	8	7	7	7	8	9	8
Voluntary Contributions - Others	0	0	0	0	0	0	2	1	2
Contracts - Governments	4	6	4	7	8	10	11	11	13
Contracts - Others	8	7	11	6	15	19	24	22	31
Total	20	19	23	20	30	36	45	43	54

Source: IIEP Annual Activities Reports.

What this data masks however, is the relative importance of a small number of very generous donors. For example, the top 5 donors contributed a total of $15.8 million (or 58% of total extra budgetary funding) over the period 1999-2004 (see table 20). Broaden the analysis to the Top 10 and the share increases to 77%. This is a considerable improvement on the previous three years (1996-1998), during which the top 5 and top 10 shares of extra-budgetary funding were 80% and 93% respectively.

Table 20: Top 5 Donors Share of Extra-Budgetary Funding

Top 5 Donors 1999-2004	
Norway	9,420,561
World Bank	4,790,318
Sweden (excluding SIDA)	3,589,480
Netherlands	2,683,166
United Kingdom	1,696,093
Remainder	15,750,869
Top 5 Share of Total (%)	58%
Top 10 Share of Total (%)	77%

Source: IIEP Audited Financial Statements.

The data suggests that while the Institute has improved the diversity of its funding base, it remains vulnerable to significant shifts in donor sentiment. In its favour, however, are the long-term relationships that IIEP maintains with donors. Five of the top 10 donors during the period 1996-1998 were also top 10 donors during 1999-2004. Furthermore, only 36 (34%) of providers of extra-budgetary funds had contributed in one year only, and 13 of those contributed for the first time in 2004.

Nevertheless, the management and staff of the Institute were very conscious of the Institute's dependency on extra-budgetary funding. While there was a range of views expressed about the desirability of extra budgetary funding, there was a general sense that it left the Institute in a vulnerable position. A number of staff indicated that they would prefer if the funding was provided through UNESCO, but they also indicated that if the alternative was less funding in total, they would prefer to keep the extra budgetary funding and manage the uncertainty.

This sentiment was echoed by Governing Board members. In particular, Board members felt that extra budgetary funding provides flexibility to IIEP to develop the programmes that it thinks are best, enables IIEP to be a prominent actor globally despite diminishing contributions from UNESCO, broadens the scope of work that is possible and, ultimately, is an indicator of successful performance.

On the down side, reliance on extra budgetary funding can generate tension between the demands of donors and the priorities of UNESCO/IIEP. Anecdotally, we heard from both Institute and Secretariat staff about perceived competition for extra-budgetary funding within the UNESCO system. Furthermore, ill-disciplined use of extra-budgetary funding may result in a diversion of resources away from core priorities towards specific projects that may not be main-stream, and may give undue influence to agency-specific interests, particularly large donors who provide ear-marked funds. Some Governing Board members were concerned about this issue and indicated that external funds with specific requirements need to be monitored carefully to avoid deflecting IIEP from its central mission of training and research. These board members often voiced their concern about this matter during board meetings.

In our view, the vast majority of contract-funded initiatives appear to be aligned with IIEP's core role of building capacity for educational planning and management. There were few instances of contract funding that raised questions in our minds about the degree of alignment with IIEP priorities and strategies. Notwithstanding that, it is legitimate to question the balance of funding that is earmarked versus that which is not, since earmarking limits the discretion IIEP has over use of funds.

Another aspect of funding sustainability to consider is volatility of income. Although IIEP's funding has increased significantly over the period, it has not increased steadily every year. The largest annual increase occurred in 2000-2001 (36.2%) but funding also fell twice during the period, in 1997-1998 (-13.8%) and 1999-2000 (-14.4%). Extra-budgetary funding, in particular contract funding, has been the principal source of volatility.

Volatility in funding leaves the Institute open to risk of having to downsize or upscale its activities (including potentially hiring and firing staff) at short notice, unless it builds up reserves during periods of strong income growth to draw down during periods of income

reduction. To address this risk, IIEP created a stabilisation reserve account in 1993 for the purpose of:

• Providing, through interest revenue gained, additional resources to enable the Institute to finance its yearly programme at a level compatible with the expectations of Member States;

• Covering the payment of separation and other benefits of retiring or departing staff members; and

• Providing resources, from the accrued capital, in order to finance the Institute's yearly programme should exceptional economic or financial conditions warrant it, on the understanding that these resources will be returned to the account within 3 years.

Figure 9: IIEP Stabilisation Reserve Account
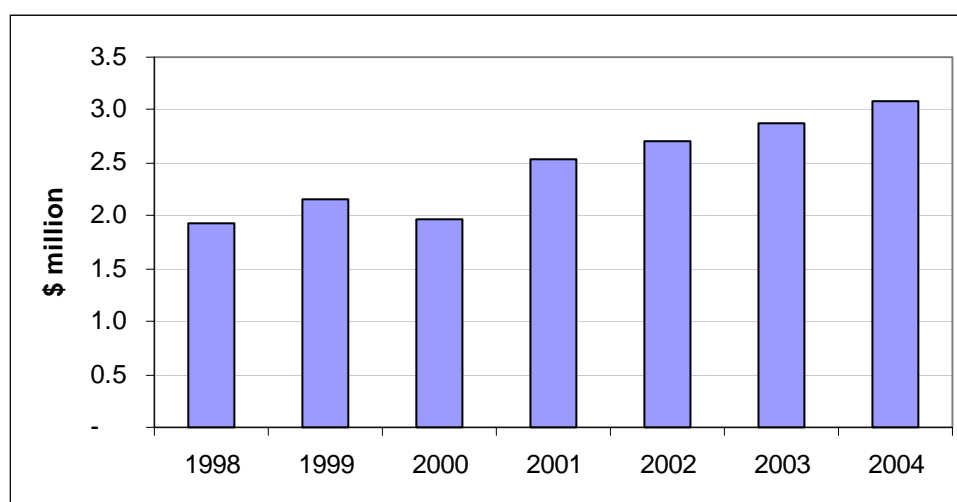
Source: Audited financial statements.

IIEP's policy is to increase the stabilisation reserve (see figure 9 above) annually by an amount equivalent to 5% of staff costs. Only in 2000 has the Board had to pass a resolution to draw down on the account owing to a reduction in annual income of 14.4%, which was precipitated by a deficit in 1999, a reduction in UNESCO regular programme funding and lower than expected contract revenue. Notwithstanding the draw down on the Reserve in that year, the Institute nevertheless had to defer and/or cancel some activities planned for 2000. However, this situation would have been worse without the ability to draw on the Reserve. The balance of the Stabilisation Reserve Account, as at 31 December 2004, was $3.1 million, or 24% of total operating income for 2004. This is a reasonably healthy balance but the policy of building up the stabilisation reserve should remain in place, especially if IIEP income continues to grow. In addition to the Stabilisation Reserve, IIEP also maintains other reserves. As at 31 December 2004, IIEP held liquid assets (cash and marketable securities) of $7.7 million.

FINANCIAL AND ORGANISATIONAL MANAGEMENT

The financial and organisational management of the Institute is the responsibility of its Director, supported by its management and administrative staff. The Institute is bound by UNESCO regulations in respect of its financial and human resources management.

Administrative Management

Owing to past underinvestment in general maintenance of buildings and IT systems, a number of administrative initiatives were implemented over the evaluation period:

- Upgrading of sanitation system to conform to existing French and International norms, including provision for better access to disabled persons (2001 and 2002);
- Upgrading of telephone system, which had insufficient capacity and required high maintenance efforts (2001);
- Partial refurbishment of conference rooms and interpreters booths (2001);
- Upgrading of sound system, video-projector, video recorder and DVD reader, which are used for teaching purposes (2001);
- Upgrading of security measures, including installation of security cameras (2002);
- Installation of a new meeting room in the lobby area (2002);
- Development and implementation of a financial management and budgetary tool (2002);
- Installation of new computer servers, in particular to allow enhanced Internet services, and the replacement of old computer workstations, and associated software, due to their inability to accept current software programmes (2002 and 2003);
- Replacement of air conditioning system, which broke down during a summer heat wave (2003); and
- Re-cabling of the building due to lack of capacity and high maintenance requirements.

It should be noted that the major upgrades to the Institute's Information Technology and Systems was guided by the ICT mid-term plan 2002-2004. By 2004, IIEP's computer system had been substantially upgraded, with new servers, workstations and laptop computers and

upgraded operating system platforms and associated software. Following the project, which involved an intense period of capital expenditure and technological upgrades, it is expected that IIEP's IT budget will stabilise, although ongoing investment will be required to maintain system performance, particularly in relation to web services and connectivity.

Since late 2003, Administration has concentrated on consolidating the procurement/supply chain with a view to achieving efficiency gains. Several outsourced services were renegotiated with a view to simplifying overall contract management tasks and ensuring relative reduction in costs. An example of this is the consolidation of all core building and maintenance services from four different contractors with a new agreement with a single provider, yielding savings. A new contractor was also selected for cafeteria and bar services, which resulted in the passing of responsibility for capital investments and upgrade expenditures on cafeteria premises to the contractor.

Financial Management

Figure 10 shows the composition of expenditure by IIEP over the period 1999 – 2004. In particular, it shows that:

- The composition of IIEP expenditure, in terms of staff and direct costs, has remained relatively unchanged over the period;
- Staff costs have ranged between 44% and 51% of total expenditure over the period, and direct programme costs have ranged between 43% and 50%;
- Direct overhead costs (comprising general administration and governing board costs) have averaged 7% over the period, with 2002 representing an outlier due to one-off building maintenance related costs which were partially funded by the French Government; and
- Direct overhead costs were also higher than normal during the period 2002-2004 owing to essential IT upgrading work.

It should be noted that the Institute receives the use of its Paris premises at no cost from the Government of France and the use of its Buenos Aires premises free of charge from the Government of Argentina. The estimated annual rental cost for these premises is $950,000 (Paris) and $85,000 (Buenos Aires), based on 2000 prices. The Institute also receives training and research services free of charge from UNESCO and other organisations.

**Figure 10: Composition of IIEP Expenditure (by expenditure type)**
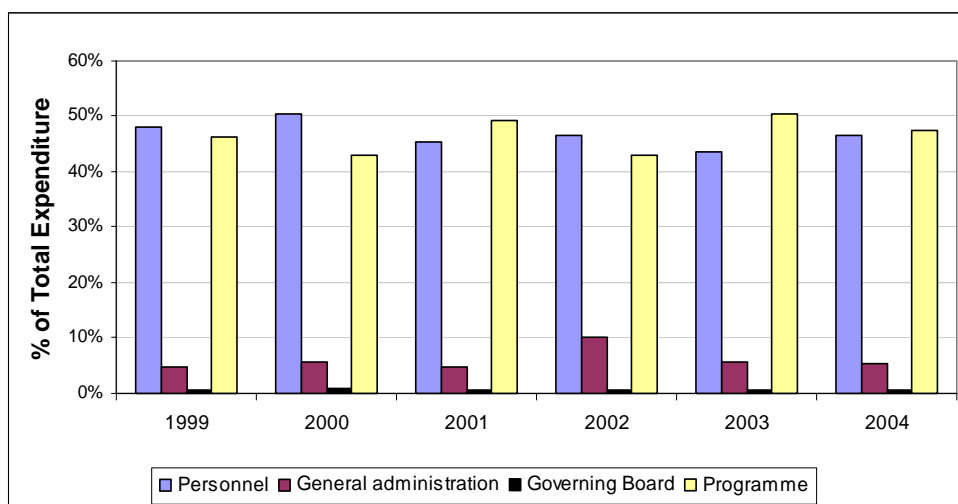
Source: IIEP Financial Accounts.

By allocating personnel costs to the programme and administration areas, we can get a picture of how the composition of Institute activities has changed over time. Figure 11 illustrates that:

- While there has been some variability in the composition of expenditure over time, the overall patterns are largely unchanged over the period; and
- Services to Member States represent the largest share of expenditure over the period (averaging 45% of total expenditure over the period), followed by Training (19%), Research (15%), Overheads (14%) and Networks and Cooperation (7%).

Based on previous Institute evaluations, average overhead of 13% is of the expected magnitude and is consistent with a lean organisation.

Figure 11: Composition of IIEP Expenditure (by programme)
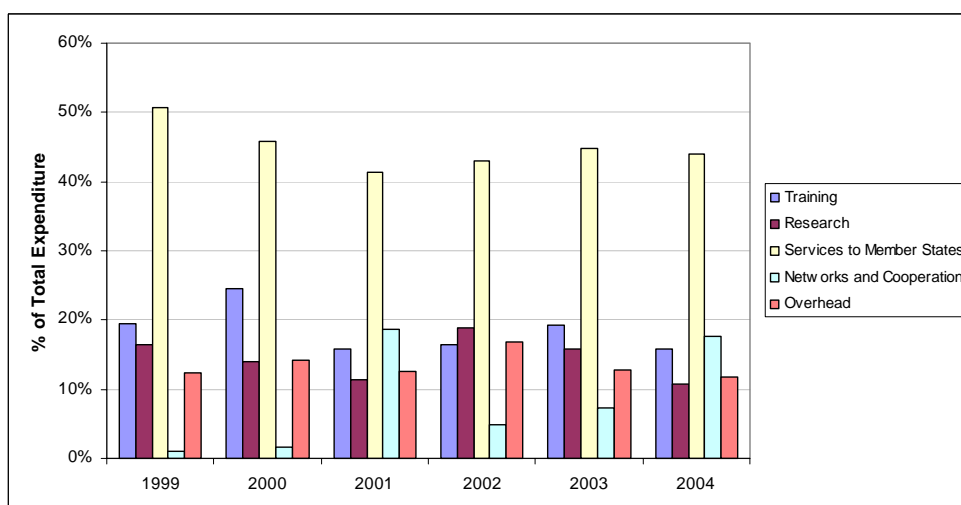
Source: IIEP Financial Accounts.

Also in relation to financial management, on 1 January 2002 UNESCO ceased using its existing accounting system and began implementation of the FABS/SAP project. Due to the need to stage the implementation of the new system's introduction, the UNESCO field offices, institutes and centres were left outside of the first stage of system implementation. Prior to this time, the Institute's accounts had been prepared by the UNESCO Secretariat, but with the introduction of the new FABS system this was no longer possible. The Institute was therefore required to develop its own financial and budgetary system from scratch and at relatively short notice. It hired a consultant to advise it and began developing its own accounting and budget management system (FBSI), which was subsequently adopted by a number of other UNESCO Institutes (e.g. UIS and UIE). Throughout the evaluation period, significant ongoing investment to improve the functionality of the FBSI accounting system was required and, from 2003, the costs of these developments have been shared with other Institutes using the FBSI system. From 1 January 2006, the Institute is expected to reintegrate into UNESCO's accounting system and migrate to the FABS/SAP accounting environment.

In accordance with results-based management best practices, the Institute engages in self-evaluation activity. For example, training courses are evaluated by course participants following completion of each course or module, and the feedback received is used to inform the annual process of revising course content and teaching techniques. In addition, in relation to the ATP, the Institute completes periodic Tracer studies of former participants, with the purpose of assessing the intermediate outcomes achieved as a result of ATP participation. Another example of self-evaluation is the recent IIEP ex-post review of its achievements of its 6th medium term plan for the period 1996-2001. This is encouraging to see and should be continued and extended to the Institute's other programme activities. The Institute also makes use of the SISTER programme management and monitoring tool. A significant impediment to the full use of SISTER by IIEP is its integration with FABS, since IIEP is not part of the FABS system. A further complication is that SISTER is based on the UNESCO biennial planning period. This creates difficulties because of the way IIEP is funded since it can only report on proposed use of extra budgetary funding where it has been committed in advance. Nevertheless, IIEP has provided comprehensive input of its planned programme into the SISTER system since 1999. It is currently working with BSP to make changes to the structure of reporting through SISTER so that it can make better use of the tool. It is, nevertheless, regarded as an external reporting tool and is not used within IIEP for results-based management purposes, with IIEP instead preferring its own systems. The main reason for this appeared to be a lack of flexibility and user-friendliness of the system, an observation that was echoed by programme staff at the UNESCO Secretariat. A final comment is that when SISTER was implemented, IIEP staff received very little guidance from Headquarters on its intended and actual use. Training was requested from BSP but this did not eventuate.

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In relation to results-based management more generally, we observed that over time there has been a gradual improvement in the quality of planning documents (e.g. articulation of expected outcomes) but there is a considerable way to go. IIEP recognise this and are working to move "beyond the jargon" towards the adoption of an RBM philosophy. Administrative personnel are working with programme staff to facilitate the adoption of these practices, which is taking time due to the need to "reshape minds".

Human Resources Management

The most notable appointment in recent years was that of the current Director, who was appointed Director in December 1999 coinciding with the start of the evaluation period.

Table 21 shows the number of IIEP staff, as at October each year, and the rate of staff turnover over the period 2000-2004.

Table 21: Number and Turnover of Staff

	2000	2001	2002	2003	2004
Total employees (excluding secondments)	67	75	80	91	91
- Administration and Finance	21	24	22	21	20
- Training and Research staff	38	42	45	53	54
- Publications unit	5	6	9	12	12
- Documentation Centre	3	3	4	5	5
Turnover	9%	3%	4%	1%	4%

Source: IIEP Activities Reports.

The key features of the table include:

- Associated with the increase in total income over the period, the number of IIEP staff increased 36% over the period, from 67 in 2000 to 91 in 2004;
- Training and Research staff numbers increased the most in absolute terms, growing by 24 (42%) over the period;
- In proportionate terms, the publications unit grew fastest, more than doubling over the period;
- Administration and Finance Staff have been maintained at relatively constant levels over the period, despite the significant increase in the overall size of the Institute; and
- Of particular note is the exceptionally low staff turnover of the Institute.

Given the size of the Institute, were surprised by the very low budget for staff training at IIEP. Over the period 2000-2003, the average annual expenditure on staff training was only $6,500 per annum, or less than $100 per employee per annum. In 2004, at the request of the UNESCO Director General, IIEP (and other institutes) established a Delegated Training Budget (DTB) using UNESCO funding. UNESCO was allocated $36,000 for the 2004/05 biennium for this purpose. This allocation represents a significant increase on previous training budgets for IIEP but also coincided with a reduction in the internal training budget to nil.

IIEP reports that it intensified its staff development and training activities in 2004 using the DTB funds. Institutional-level training priorities for 2004 were for administration oriented skill development (e.g. UNESCO's FABS/SAP system and programme reporting tool (SISTER), accounting and IT training). A small number of programme staff received formal training, including two staff whose training was financed through SACMEQ.

For an Institute whose strength relies on the intellectual capacities of its staff, which promotes training and capacity development, and works in a discipline impacted by technological and other change, it is crucial that IIEP invests in maintaining staff capability. The relatively low staff turnover of the Institute, due at least in part to its prestige and unique work environment, have perhaps allowed the Institute to become complacent in this regard. A previous evaluation also reached a similar conclusion:

> "The evaluation team was concerned about one aspect of staffing policy. Rather surprisingly, since IIEP is so heavily involved in identifying best practice in planning and management of education, including institutional management, the Institute does not have an explicit policy on staff development … it would be in the interests of the long term development of the Institute, as well as the interests of the staff, for senior management to draw up an explicit strategy and plan for staff development, including appraisal, promotion, and opportunities for training and professional development". (Woodhall and Malan, 2003)

While we consider that the situation has probably improved since 2003, there remains much more that the Institute could do to put in place adequate staff development plans and to provide career progression options for staff at the Institute. Related to this point, one Governing Board member expressed concern that "IIEP has an exceptionally capable and motivated staff, but they are pressed to the limits of their capacities. Personnel management needs to be taken seriously."

Reflecting the fact that UNESCO's financial allocation is insufficient to cover all staff members, IIEP-Paris have appointed "research fellows" on contract. In addition, the

Director of IIEP-BA is the only UNESCO staff member in the Buenos Aires branch. These non-UNESCO staff members have similar terms and conditions to UNESCO staff, including private medical insurance and pension contributions in the case of non-French citizenship. While employment of staff on short-term contracts gives IIEP flexibility, particularly to respond to the increasing demands for operational activities, it ultimately means that staffing is less secure and predictable and thus presents a risk to institutional sustainability.

> **Recommendation**:
>
> **20.** IIEP should ensure that it has adequate staff development plans in place and that it increases its investment in staff training and development activities in order to strengthen its institutional capabilities, by the next medium term plan.

GOVERNANCE

The Institute is governed by its own Board, within the mandate set out in its Statutes and by its own Rules of Procedure. The Board consists of twelve members, of which four are designated by UN agencies specified in the Statutes for a period of 3 years, seven members are elected from around the world for their contribution to education and human resource development for a period of 4 years, and a Chairperson is also elected from among educators, economists and other specialists of international repute in the field of human resource development for a period of 5 years. The Board meets annually to review the past year's activities, debate and approve its annual budget and programme and determine the strategies and policies of the Institute within the general strategic and programmatic priorities of UNESCO. It reports on the activities of the Institute to the General Conference of UNESCO at the end of each biennium, and also submits the Institute's contributions to UNESCO's biennium programme and budget (C5) and medium term plan (C3).

Based on an online survey, email correspondence with the Chairperson, and interviews with the Director and Deputy Director of the Institute and one member of the Board, the following are our findings in relation to the Governance of the Institute:

- Relations between the Governing Board, the Director and senior management of the Institute appear to be characterised by mutually supportive relationships, where members feel free to raise issues with the Director and staff, and have the ability to robustly debate issues of strategic importance;

- The quality of reporting to the Board is generally of a high-standard and is provided well in advance of Board and sub-committee meetings, so as to enable adequate consideration and preparation. Board reporting emphasises programmatic and financial issues, in particular, with the reporting on organisational (e.g. personnel) and administrative management being an area of relative weakness;

- The presence of the ADG, Education or his representative at the Governing Board meetings is valued by Board members, particularly with a view to ensuring understanding of the general strategic and programmatic priorities of UNESCO, and also as a means of ensuring that the Education Sector (and the UNESCO Secretariat in general) is informed as to the current issues facing the Institute;

- We found evidence that the Governing Board is consulted by the Director of IIEP and its senior management on matters of policy. On a number of matters of strategic and programmatic importance, the Board has played a particularly active governance role while being careful not to interfere with the day to day running of the Institute. Examples of this during the evaluation period include:

  - Thorough discussion of the Institute's Medium Term plan and Draft Annual Programme and Budget, including instances when the Board has alternative views about certain programmes that are suggested by the management of the Institute and required changes to be made;

  - In relation to the recent introduction of the Master's Programme, the Board was not initially satisfied with some details of the programme and consequently formed a Planning Committee, chaired by a member of the Board and including the IIEP Director, Deputy Director and senior staff members. That committee met a number of times to resolve critical issues before reporting back to the Board on how the Board's concerns were to be addressed. This process delayed the introduction of the Master's Programme but resulted in a better quality product; and

  - The Board has a Finance and Administration sub-committee, which comprises the Chairperson of the Board (also Chair of the Sub-Committee) and two other Board members. All major issues relating to budgetary planning, the fund raising strategy, and the basis for funds disbursements are discussed by this committee and their recommendations brought to the annual Board meeting for approval;

- The Board appears to follow a very robust process for appointing the Director of the Institute, with the Board given ample freedom to decide on the best candidate. The initial selection of potential candidates is done in consultation with UNESCO Headquarters, and then considered by a Selection Committee of the Board, who rank applications by merit before arriving at a short-list of approximately 5 candidates who are then interviewed by the Interview Board. The recommended candidate is submitted to the Director General of UNESCO for approval. Other personnel appointments are left to the Director and senior management of the Institute, although a Board member may be consulted where appropriate; and

- Board members spend, on average, between 6 and 7 days per year on Board matters, although the Chair would spend substantially more than this. Board members stay informed about the activities of the Institute using a number of channels, with the most

common being personal communications with the Director, the IIEP newsletter and other IIEP publications. Some Board members would like to have more involvement and contact with IIEP management and staff, and more opportunity to input into planned activities prior to the annual meetings.

An important aspect of the Governance of the Institute is its functional autonomy from UNESCO. There were a range of views expressed about the functional autonomy of the Institute during the course of this evaluation. These views came from Board members, the management and staff of the Institute, the UNESCO secretariat and field offices, as well as Member States and other stakeholders. In general, there was strong support for IIEP's functional autonomy, subject to the caveat that the respective roles and activities of the Institutes and other parts of UNESCO are well defined and aligned. The main advantages given for the Institute's functional autonomy included:

- Freedom from the bureaucratic trappings of UNESCO Headquarters;
- Flexibility to respond quickly to changing needs of Member States, particularly in relation to operational activities;
- Functional autonomy is a precondition for the high quality of its activities, for example through the capacity to recruit and retain high calibre staff, and is also key to its excellent reputation among the funding agencies;
- Member States appreciate the responsiveness of IIEP and attribute this in part to its autonomy; and
- Allows IIEP to set priorities as understood from their mission and Statutes without the need for an endless dialogue with the UNESCO secretariat.

The most common view among those we interviewed and surveyed was that the potential disadvantages of IIEP's functional autonomy, such as possible discordance with the policy priorities of UNESCO or insufficient cooperation with other UNESCO bodies, could be managed without undermining the advantages of functional autonomy. Notwithstanding that, a lack of clarity at times in relation to how much autonomy the Institutes have in deciding its priorities and finances has been a source of tension between IIEP and the UNESCO Secretariat. This tension is particularly evident in the Institute's role in respect of operational activities, where the UNESCO secretariat and field offices also play a role and there is significant potential for overlap or gaps to emerge. The view taken by the evaluators in relation to this issue is that a "one rule fits all" solution is unlikely to be efficient or effective in an organisation as complex and dynamic as UNESCO. Ensuring coordination requires significant efforts on the part of all parties concerned to maintain an awareness of what others are doing and what assistance and support each party needs. In most cases, and certainly relative to the other Category I Education Institutes and Centres, IIEP works effectively with the Education Sector and field offices.

ACHIEVEMENTS AND CHALLENGES

This section briefly summarises the main achievements and challenges identified in this evaluation.

ACHIEVEMENTS

Relevance

We have found that, broadly speaking, the activities of IIEP align to the strategies and goals of UNESCO. IIEP plans have their own rationale and structure but they are explicitly aligned to a variety of goals in the UNESCO education programme (Major Programme One). Because educational planning and management are fundamental for any education system, the topics and themes touched by IIEP's work are very wide ranging and all have a related goal or line of action in the various UNESCO education strategies. IIEP's 2002-07 Medium Term Plan demonstrates the linkages in programme alignment with the goals and strategies of the Dakar Framework for Action, the UNESCO Medium Term Strategy, and the biennial programmes and sub-programmes. In no case did we receive any comment that IIEP was undertaking activities which were not aligned with the strategies and goals of UNESCO, although it should be said that given the breadth of UNESCO's education programme this is not surprising. Based on survey evidence, we have concluded that IIEP's activities are considered to be very relevant to the needs of Member States, particularly in terms of research, training and technical assistance.

Results Achieved

This evaluation has found that IIEP has made a very positive contribution towards its organisational mission of building capacity of member states in the area of educational planning and management, and towards UNESCO's efforts in supporting the attainment of EFA goals. IIEP's strengths are in its training and research functions.

IIEP has made important developments in its training programme during the evaluation period, including the establishment of its Master's programme. Its Advanced Training Programme and Regional Course are highly regarded and are found to have had important direct impacts on former trainees as well as downstream impacts on member state capacity in the field of educational planning and management. The potential for IIEP training to contribute to UNESCO's own staff development needs is not being fully utilised. There are a number of barriers in some regions to leveraging the increased capabilities of IIEP trainees

and IIEP should use its strong institutional networks to encourage the effective utilisation of these capacities. Related to this IIEP faces a huge challenge (as we shall discuss further below) to increase the scale of its downstream training and capacity building impacts given the global shortage of educational planners. We feel that IIEP is uniquely placed to have a significant impact on the global supply of qualified educational planners, given its expertise in training and considerable experience in capacity building. Yet it needs to review and implement new strategies in this regard, particularly with respect to improving the number and quality of regional- and national-level training institutions. We strongly encourage IIEP, in collaboration with the Education Sector, to continue the work it has begun on the issue of "going to scale".

In terms of its research function, IIEP has maintained a significant volume of activity over the evaluation period. Stakeholders and field offices responded very positively in surveys on the effectiveness of IIEP's research activities. Positive evidence of the effectiveness of their "internally funded" Observation programme can be found in the "graduation" of some thematic research projects onto the mainstream research agenda with specific donor support. In addition, the Observation programme allows IIEP to tackle potentially controversial but important topics of ethics and corruption in education, which may not otherwise receive broad-based acceptance within UNESCO as priority issues to address.

Quality of Interaction and Coordination

In general terms, we found evidence of a reasonably high level and quality of engagement and collaboration between IIEP and the UNESCO Secretariat, field offices and other institutes and centres, particularly when seen in the context of generally poor levels of interaction and coordination found by previous field office and institute evaluations. In addition, IIEP was found to play an important role in mobilising partner agencies and donors in order to foster support for regional, sub-regional and national-level capacity building projects.

Notwithstanding the generally positive picture of the quality of interaction and coordination, we also found evidence of a number of overlaps between the roles and mandate of the Education Sector and IIEP. While the potential for overlap is often managed informally, there is a need to more formally institutionalise the respective roles of the Education Sector and IIEP. Given the significant potential for overlap, duplication and discordance in some areas, we consider that more systematic processes for communication, planning and coordination are needed. Another challenge for IIEP is to better integrate its branch in Buenos Aires into the larger IIEP operation, particularly in relation to planning and fund-raising.

Governance and Management

We found IIEP to be well governed and managed, both from an operational and a financial perspective. IIEP has improved the efficiency of its operation over the evaluation period while at the same time investing and maintaining its fixed assets. In terms of funding, IIEP has grown its extra budgetary funding significantly over the evaluation period and its financial position is sound. While there are risks associated with the reliance on extra budgetary funding sources, IIEP has taken appropriate steps to strengthen its financial sustainability, including maintaining a relatively stable donor base, initiating a Partners Day for fund raising, moving some donors to multi-year and general budgetary support agreements, and operating a Stabilisation Reserve. One area of concern is the lack of integration between the fund raising strategies of IIEP-Paris and the branch in Buenos Aires. In addition, we were somewhat surprised to find a lack of investment in training and staff development and recommend improving this situation with some urgency. In terms of the staffing policy of the Institute, we note that IIEP has a significant proportion of non-UNESCO staff, particularly in the Buenos Aires branch. While IIEP has had very low staff turnover throughout the evaluation period, the reliance on contract staff may present a future risk to institutional sustainability.

CHALLENGES

While this evaluation has uncovered a number of challenges for IIEP and UNESCO, three in particular stand out.

Increasing the magnitude of IIEP's reach and impact

A major challenge facing IIEP and the UNESCO education sector as a whole is a lack of capacity and capability to affect the changes in education that need to occur. The world has high expectations for the scale and pace of educational development, as articulated by EFA goals. Yet, arguably, global progress towards those goals is not living up to expectations. The training of educational planners and administrators is a key building block for the achievement of EFA targets. In addition to the vast number of planners and managers that need to be trained, key aid initiatives (e.g. the Fast Track Initiative) designed to bring more resources to education are contingent on the development of credible education plans. Yet the resources devoted to building member state capacities in educational planning and management pale by comparison to the scale of the task.

IIEP is aware of these challenges and is working towards a strategy for scaling up its interventions. Yet it cannot do this alone. Despite the global mandate and orientation of IIEP, it remains a small-scale Institute on a global stage. As some commentators have

observed, IIEP's capacity building efforts are "merely a drop in the ocean". This is not to belittle the considerable achievements of IIEP. As this evaluation has shown, IIEP has had a significant impact on educational outcomes relative to the scale of its resources – it has made a real difference. Indeed, as one prominent informant indicated:

> "With regard to your request for my comment on IIEP's training activities being merely 'a drop in the ocean', I have often asked myself the same question, not only about IIEP but about the work of all the different divisions, institutions, centres and other agencies and projects under UNESCO. Doesn't this phrase 'a drop in the ocean' also describe them? How deep does UNESCO really touch our respective education systems? Even in the implementation of EFA, we (or rather UNESCO) are still a long way from reaching our set target.

> A concluding thought: - when I attended the recent General Conference of UNESCO in Paris in October 2005, I was struck by how small UNESCO's overall budget is. As compared to the annual budget for education in my home country, UNESCO's budget seems like 'a drop in the ocean' too! So how should we view these drops in the ocean? Hopefully these drops, if they are potent enough, can bring about some ripples (if not waves) of change in the long term. Education as we all know is a lifetime venture."

We agree with the sentiment expressed in this quote. Expecting IIEP to single-handedly contribute to building the necessary critical mass in educational planning and management on a global scale is unrealistic and an inappropriate benchmark against which to judge its effectiveness, despite the views of those who make the "drop in the ocean" implied criticism of IIEP. Yet at the same time, the expectations for IIEP to make a significant contribution are rightly high, and IIEP should be constantly asking itself whether its strategy is the right one for delivering the biggest medium- to long-term impact on the supply of qualified educational planners and managers. For example, has IIEP got the right emphasis on its own training versus building the training capability of other providers? The "answers" to this and other fundamental questions should underpin all IIEP activities, which is why the development of a strategy for scaling up its interventions is so important. The development and implementation of this strategy should therefore be given high strategic priority within IIEP and UNESCO as a whole.

Recommendation:
21. IIEP should, together with UNESCO, give priority to developing and implementing a "going to scale" strategy for improving the global supply of qualified educational planners that emphasises training the trainers and institutional capability building before the start of the next Medium Term Plan.

Making the Transition to Decentralisation

Perhaps the most controversial issue we encountered during this evaluation was whether IIEP should be performing operational activities to the extent that it does currently. Some informants were strongly supportive of IIEP's role in undertaking operational activities, citing its effectiveness and the success of its projects to date and noting the historical vacuum it filled when it responded to growing demand for technical assistance in the mid-1990s. Yet the volume of operational activities that IIEP undertakes each year has grown significantly, certainly in relation to its training and research activities which are widely regarded as the core role of the organisation. Even though operational activities are predominantly funded through extra-budgetary funding, and typically include funding for overhead costs, they nevertheless place an additional burden on IIEP teaching and research staff. It is important for the Governing Board of the Institute to ask itself whether operational activities have grown to a point where they are placing the Institute's other functions under strain?

Looking forward, UNESCO's plans – as articulated in its decentralisation strategy – are to strengthen field offices and to have them shoulder more of the burden in relation to country- and regional-level operational activities. Under the proposed model, both IIEP and the UNESCO Secretariat will no longer be expected to play such "hands on" and "front line" roles in relation to services to member states. Instead, institutions and centres are intended to play the role of centres of research and training excellence, which can be called upon to provide effective technical assistance and back-off support in conjunction with field offices. This is quite different from the current situation and it is clear that considerable capacity building of UNESCO field offices is required before this vision can be realised.

A key question for UNESCO as a whole is how to transition between these two states? While reform is a slow and complex process, a degree of clarity about how to make the transition is required. Such clarity is required both in the short- and long-term in order to ensure the overall coherence of IIEP and UNESCO Education sector.

> **Recommendation:**
> **22.** IIEP and UNESCO should with some urgency take steps to clarify the short- and long-term expectations and roles of IIEP and other UNESCO bodies in relation to operational activities in Member States, as part of the UNESCO transition to a more decentralised operating model.

Reducing potential overlap and improving coherence of the education programme

This evaluation has uncovered significant potential for overlap in the mandate and types of activities of IIEP and the Education Sector. While there is a good level of engagement between IIEP and relevant divisions of the education sector, the quality of engagement varies considerably and relies more on personal relationships than an institutional commitment to ensure close cooperation and collaboration. There is little interaction between IIEP and the Secretariat in relation to planning, and efforts to coordinate in specific areas of policy are ad hoc. On the face of it, there is ambiguity and confusion regarding the respective roles of EPS and IIEP in respect of training and other support to member states in relation to EFA strategies and plans. While to a certain extent these concerns could be addressed through more regular and systematic interaction and communication, we consider that systematic solutions may also be required. A key challenge facing UNESCO is how to better align its planning, accountability and funding mechanisms so that they create mutually reinforcing incentives to collaborate and leverage the diverse capabilities and competencies. Key issues to address include:

- Confused accountabilities in relation to responsibilities for deliverables and expected outcomes within the education sector;
- Planning processes that do not facilitate constructive dialogue between the Secretariat, institutes, and cluster offices; and
- Competition between different UNESCO entities for extra-budgetary funding.

Recommendation:

23. UNESCO should initiate a project to identify solutions to issues of potential overlap and a possible lack of coherence in the education programme, including consideration of how to better align its planning, accountability and funding mechanisms to create mutually reinforcing incentives to collaborate effectively, with initial findings to inform the next medium term strategy.

RECOMMENDATIONS

RECOMMENDATIONS TO IIEP

> **Recommendations:**
>
> **1.** IIEP and UNESCO (Education Sector and field offices) should engage in more open and proactive discussion and consultation during the development of the next Medium Term Plan and Biennial Programme and Budget to ensure relevance, alignment and appropriate prioritisation of resources.
>
> **2.** IIEP should adopt a more collaborative approach to research done in fields of interest of other UNESCO Institutes and the Education Sector, with a view to mutual sharing of expertise and strengthening of other Institutes.
>
> **3.** IIEP should review its dissemination strategy each biennium, in particular the balance between printed and electronic material, to ensure both ease of access to information and cost effectiveness.
>
> **4.** IIEP should undertake a review of the economic benefits and costs of operating a print shop compared to outsourcing these services before the next medium term plan or before major cost commitments are made.
>
> **5.** IIEP should consider whether certification of other educational planning and management courses would make a positive contribution to the goals of EFA and, if so, develop a plan for working towards this objective in time for the next medium term plan.
>
> **6.** IIEP should ensure that the ATP and other courses it offers are run at full capacity, and that course capacity be expanded if possible, to maximise its reach and impact. This includes ensuring sufficient numbers of French-speaking participants on the ATP to keep dual language teaching economically viable.
>
> **7.** IIEP should implement strategies to extend the reach of the ATP into the Asia-Pacific, Arab States and French-speaking West African regions, including through broadening the funding base for fellowships, from the next biennium. In addition, UNESCO should encourage Member States and other funding providers to increase funding for scholarships.
>
> **8.** IIEP should maintain the "experimental status" of the ATP Master's programme until such time that close monitoring of the programme proves its benefits in relation to the additional costs.
>
> **9.** IIEP should strengthen the bridge between the Regional Course and the ATP, notwithstanding difficulties of language and distance between Paris and Buenos Aires.
>
> **10.** IIEP should outline in its next medium term plan how it intends to leverage its strong institutional networks and "grass roots" support among member states to encourage more

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effective utilisation of former trainees' knowledge and skills.

12. IIEP should review the cost effectiveness of maintaining two IIEP Virtual Institutes (i.e. in Paris and Buenos Aires) by the end of the next biennium, while bearing in mind the need to maintain flexibility and adequate support for the distinct activities of the Paris and Buenos Aires offices.

13. IIEP should ensure that it maintains an appropriate balance between contract-funded country-level operational activities and other capacity building efforts (e.g. support to training institutions and regional or sub-regional operational activities) as part of its ongoing development of a strategy for "going to scale" before the next medium term plan.

14. IIEP should review its criteria and strategy for operational activities, within the constraints posed by the funding environment (in particular the trend towards decentralisation of funds to country-level), in order to consolidate and focus its programme of operational activities (i.e. do less but achieve more) before its next medium term plan.

15. IIEP and UNESCO should take steps (including considering the establishment of a Memorandum of Understanding and/or a contractual approach to funding in respect of the UNESCO financial allocation) to systematise the linkages between the Institute and the Education Sector in relation to the planning and coordination of activities so as to enhance coordination and minimise the potential for overlaps.

17. IIEP should initiate a project aimed at achieving better integration between IIEP Headquarters in Paris and its branch in Buenos Aires, particularly in respect of strategy and planning, back-office support and fund-raising, by the next medium term plan.

18. IIEP should continue its efforts to reduce its reliance on short-term earmarked extra-budgetary funding, particularly for IIEP-Buenos Aires, to increase its financial resilience and sustainability.

19. IIEP should maintain its policy of building up the stabilisation reserve to provide a buffer against an unexpected reduction in revenue, particularly while IIEP continues to grow, and review its policy in this regard in 2-3 years.

20. IIEP should ensure that it has adequate staff development plans in place and that it increases its investment in staff training and development activities in order to strengthen its institutional capabilities, by the next medium term plan.

21. IIEP should, together with UNESCO, give priority to developing and implementing a "going to scale" strategy for improving the global supply of qualified educational planners that emphasises training the trainers and institutional capability building before the start of the next Medium Term Plan.

22. IIEP and UNESCO should with some urgency take steps to clarify the short- and long-term expectations and roles of IIEP and other UNESCO bodies in relation to operational activities in Member States, as part of the UNESCO transition to a more decentralised operating model.

Recommendations:

1. IIEP and UNESCO (Education Sector and field offices) should engage in more open and proactive discussion and consultation during the development of the next Medium Term Plan and Biennial Programme and Budget to ensure relevance, alignment and appropriate prioritisation of resources.

7. IIEP should implement strategies to extend the reach of the ATP into the Asia-Pacific, Arab States and French-speaking West African regions, including through broadening the funding base for fellowships, from the next biennium. In addition, UNESCO should encourage Member States and other funding providers to increase funding for scholarships.

11. UNESCO should increase its utilisation of the courses offered by IIEP for the training of Secretariat and field office staff, by enrolling staff on the Visiting Training Programme short-courses and establishing UNESCO-specific specialised courses and workshops on a semi-regular basis, in order to broaden UNESCO's base of knowledge and skills in educational planning and development.

15. IIEP and UNESCO should take steps (including considering the establishment of a Memorandum of Understanding and/or a contractual approach to funding in respect of the UNESCO financial allocation) to systematise the linkages between the Institute and the Education Sector in relation to the planning and coordination of activities so as to enhance coordination and minimise the potential for overlaps.

16. UNESCO should commit in the next biennium Programme and Budget to providing sufficient lead time and adequate support to IIEP (and other decentralised bodies) when it requests participation in UNESCO processes or compliance with new UNESCO policies, in order to facilitate and enhance participation and compliance.

21. IIEP should, together with UNESCO, give priority to developing and implementing a "going to scale" strategy for improving the global supply of qualified educational planners that emphasises training the trainers and institutional capability building before the start of the next Medium Term Plan.

22. IIEP and UNESCO should with some urgency take steps to clarify the short- and long-term expectations and roles of IIEP and other UNESCO bodies in relation to operational activities in Member States, as part of the UNESCO transition to a more decentralised operating model.

23. UNESCO should initiate a project to identify solutions to issues of potential overlap and a possible lack of coherence in the education programme, including consideration of how to better align its planning, accountability and funding mechanisms to create mutually reinforcing incentives to collaborate effectively, with initial findings to inform the next medium term strategy.

BACKGROUND

UNESCO has established six Institutes and two Centres in the field of education over the course of its history. Institutes are semi-autonomous organizations with their own governing bodies, whereas Centres are structurally integral parts of UNESCO. Both serve in their fields of expertise as international reference centres to provide services and technical assistance to Member States, cooperation partners and also within the network of UNESCO field offices. In this context, 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.

The International Institute for Educational Planning (hereinafter IIEP) is one of these UNESCO's Institutes, specialized in developing the capacities of Member States in planning and managing education systems. The decision to create IIEP was taken by the General Conference of UNESCO in 1962 (12C/Res.1.213) and the Institute was created in 1963. IIEP's activities aim at strengthening the capacity of Member States to plan and manage their education systems through:

- Reinforcing Member States' capacity-building in strategic planning, policy analysis, administration and management of education systems, with a view to assisting them in achieving the international commitments in favour of Education for All;
- Strengthening national, sub-regional and interregional training programmes in educational planning, management, evaluation and monitoring;
- Carrying out research and studies aimed at the upgrading of knowledge in educational policy planning and administration, and at the production, sharing and transfer of such knowledge and the exchange of experiences and information among Member States;
- Executing operational projects and providing assistance to member states in its field of competence.

Other essential elements of IIEP programmes are networking activities, maintaining a documentation centre, clearing houses and databases and dissemination of results and ideas, mainly through publications.

In the context of ongoing reform toward decentralization, the Executive Board at its 162 session (162 EX/18) raises a series of questions with respect to the Institutes and Centres, which can be applied to IIEP as follows:

- Does IIEP enhance UNESCO's overall effort as a specialized United Nations agency, and if so how?
- Do the activities of IIEP reflect UNESCO's programme priorities?
- What are the roles, contribution and comparative advantages of IIEP in the context of decentralization?
- To what extent does IIEP meets the criteria defined specifically for category 1 (i.e. Institutes in paragraph 29 of 171 EX/18)?

PURPOSE

The purpose of this evaluation 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; Member States of UNESCO; and IIEP cooperation partners, regarding the following points:

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

SCOPE OF THE EVALUATION

Whereas the IIEP has a long organizational history, this evaluation pays particular attention to the period between 2000 and 2005 (the last three biennium of UNESCO).

In order to meet the purpose of the evaluation described above, the following evaluation parameters shall be considered in the process of designing a detailed analytical framework and developing appropriate performance indicators:

(a) Relevance of IIEP's activities to UNESCO's programmes
- Determine whether IIEP's programmes are in clear and explicit alignment with the UNESCO's strategies and goals in the field of educational planning, as defined in the

Medium Term Strategy (C/4) and the approved programme and budget of UNESCO for the biennia 2002-2003 and 2004-2005 (31 and 32 C/5);

▪ Identify the comparative advantage of IIEP among other UNESCO Institutes and Centres in the context of decentralisation and assess the ways in which IIEP and IICBA complement each other in Africa;

▪ Analyse whether the same kind of services, with equal or better quality, can be provided in a more efficient way, by alternative programme delivery mechanisms or different institutional arrangements; or whether the same or additional extra budgetary could be ascertained with alternative mechanisms or institutional arrangements;

▪ Examine to what extent the IIEP meets the criteria defined for category 1. Institutes in 171 EX/18 i.e.: serving as a laboratory of ideas, as a centre of excellence and experimentation for the organization; functioning as a clearing house and reference centre to advance, deepen and impart knowledge and capacities and to employ novel modalities pertaining to a specific strategic objective or sub-objective of UNESCO's Medium-Term Strategy; mobilizing, in an innovative setting, a critical mass of specialized expertise, know-how and skills that cannot be made available within UNESCO's regular Secretariat structure;

▪ Determine to what extent IIEP has adopted UNESCO's results-based programming and management (RBM) and tools used for RBM such as SISTER and FABS.

(b) Results achieved

▪ Assess to what extent IIEP has achieved its organizational objectives, as evidenced by the achievement of the expected outcomes set out in UNESCO's Programme and Budget (C/5) and IIEP medium-term Plan 2002-2007, notably as regards IIEP's training and education programmes, research, and services rendered to Member States;

▪ Examine whether the tools used by IIEP, such as networking, human resource development, knowledge sharing & clearing house services and promoting partnership, are effective in attaining above-mentioned organizational objectives;

▪ Assess to what extent IIEP contributes to UNESCO in achieving respective EFA goals; and

▪ Assess whether the results achieved by IIEP have reinforced UNESCO's overall decentralization strategy by providing a better and more timely response to the needs of Member States.

(c) Quality of interaction and coordination with relevant entities

- Assess the quality of coordination between IIEP (in Paris, its branch in Buenos Aires) and Headquarters;

- Assess the effectiveness of interaction and coordination with UNESCO Headquarters (notably with the Divisions of the Education Sector), the other Institutes and Field Offices in order to analyse whether they play complementary and/or overlapping roles; and

- Assess the quality of partnerships with other entities including partner agencies, other UN agencies, bilateral and multilateral development agencies.

(d) Funding pattern and quality of organizational management

- Analyse the funding patterns, mechanisms and their impact on sustained institutional capacity, viability and sustainability;

- Assess the process by which extra-budgetary resources are sought and obtained and to what extent the extra-budgetary funding is aligned to the strategic objectives of UNESCO;

- Assess whether the additional financial resources attracted by IIEP compare favourably with those of other category I Institutes or with the UNESCO Education Sector;

- Evaluate the management of inputs to deliver expected outcomes, bearing in mind available resources (a key question to be answered is whether the activities undertaken could be delivered in a more efficient way); and

- Examine the quality of organizational management and the impact of the extent of functional autonomy provided.

APPENDIX 2: INFORMATION SOURCES

INTERVIEWS AND CONSULTATIONS

IIEP GOVERNING BOARD MEMBERS

1. Ms Dato' Asiah Abu Samah, Chairperson
2. Ray Wanner, Member

IIEP-PARIS STAFF

1. Mr Gudmund Hernes, Director
2. Ms Françoise Caillods, Deputy Director
3. Ms Estelle Zadra, Assistant Programme Specialist
4. Mr Serge Péano, Senior Programme Specialist
5. Mr N.V. Varghese, Head of Training and Education Programmes Unit
6. Ms Gabriele Göttelmann-Duret, Programme Specialist
7. Ms Susan d'Antoni, Programme Specialist
8. Mr Anton De Grauwe, Programme Specialist
9. Mr Ken Ross, Senior Programme Specialist
10. Ms Muriel Poisson, Programme Specialist
11. Mr Khalil Mahshi, Programme Specialist
12. Mr David Atchoarena, Programme Specialist
13. Mr Ian Denison, Chief – Communications and Publications
14. Ms Lynne Sergeant, HIV/AIDS Clearinghouse Manager
15. Ms Françoise du Pouget, Head – Documentation Centre

IIEP-BUENOS AIRES STAFF

1. Juan Carlos Tedesco – Director of IIEP Buenos Aires Office;
2. Margarita Poggi – Coordinator (Candidate for succeeding Tedesco as head of the Buenos Aires Office);
3. Néstor Lopez – Coordinates the research projects on inequality and education and the SITEAL (Sistema de Informacion sobre Tendencias Educativas en America Latina);
4. Nerio Neirotti – Coordinates the educational evaluation projects;

5. Silvina Gvirtz – Director in the San Andres University in Buenos Aires, is also in charge of two projects with the Government of Argentina and Paraguay (masters in educational management);

6. Inés Aguerrondo – Coordinates the Formation Unit of the IIEP in Buenos Aires;

7. Laura Fumagalli – Coordinates technical assistance project in the community of Campana in Buenos Aires;

8. Emilio Tenti – Coordinates the Researches in Educational Conditions and Teachers and Education in the region;

9. Ignacio Herrainz – Coordinates the technical cooperation project with Kellogg Foundation;

10. Rogelio Bruniard – Coordinates a technical assistance project with the Ministry of Economy of Argentina related to youth and rural education.

UNESCO HEADQUARTERS STAFF

1. Mr. Svein Osttveit - Chief Programme Coordinator, Executive Office, Education Sector

2. Mr. Alexandre Sannikov - Regional Education Adviser for Europe, Executive Office, Education Sector

3. Mr. Hans d'Orville - Director, Bureau of Strategic Planning

4. Mr. Qian Tang - Deputy Assistant Director-General, Education Sector

5. Mr. Peter Smith - Assistant Director-General, Education Sector

6. Mr. Nicholas Burnett - Director Monitoring Report Team, Division of International Coordination and Monitaoring for Education for All

7. Ms Margaret Sachs-Israe - Programme Specialist, Section for Literacy and Non-Formal Education, Division of Basic Education

8. Mr. Ibrahima Sidibe - Programme Specialist, Section for Primary Education, Division of Basic Education

9. Mr. Wataru Iwamoto - Director, Division of Secondary and Technical Education

10. Mr. Mir Asghar Husain - Director, Division of Educational Policies and Strategies

11. Ms. Stamenka Uvalic-Trumbic - Chief of Section, Section for Reform, Innovation and Quality Asurance, Division of Higher Education

12. Ms. Mary Joy Pigozzi - Director, Division for the Promotion of Quality Education

13. Mr. Etienne Clément - Deputy Director, Bureau of Field Coordination

14. Ms Ann Therese Ndong-Jatta - Director, Division of Basic Education

KEY DOCUMENTS

IIEP

IIEP Statutes and Foundation Teaxts

Medium-Term Plan 1996-2001 and 2002-07

Annual and Biennial Reports of Activities 1999-2004

Report on the implementation of IIEP's Sixth Medium-Term Plan (2003)

Evaluations

169 EX/29 (March 2004) Report by the external auditor on the performance audits undertaken in the 2002-2003 biennium

R. Carr-Hill, J. Oxenham, January 2004 - Report of an independent evaluation of IIEP activities funded by the WB Development Grant Facility - WB fiscal year 2003

M. Woodhall, T. Malan, March 2003 — IIEP External evaluation report

Others

Implementation of EFA: an overview of IIEP activities

Intervention at the ministerial Round Table - World Bank - October 7, 2005

IIEP - 40 years

UNESCO

General Conference

33 C/REP/2 (21 July 2005) Report of IIEP GB on activities Institute + messages internes IIEP -mars, sept, oct 2004)

32 C/REP/2 (29 August 2003) Report of HEP GB on activities Institute + messages internes IIEP (memo mars 2002) + contribution IIPE au 169 EX/4

31 C/REP/2 (September 2001) Report of IIEP GB on activities Institute

Executive Board

172 EX/4 (August 2005) Report by DG on the execution of the programme adopted by GC

171 EX/4 (March 2004) Report by DG on the execution of the programme adopted by GC

170 EX/4 (August 2004) Report by DG on the execution of the programme adopted by GC

169 EX/4 (March 2004) Report by DG on the execution of the programme adopted by GC + contribution IIPE au 169 EX/4

167 EX/4 (Sept 2003) Report by DG on the execution of the programme adopted by GC + memo Dir (17 June 2003) (Preparation of report by DG)

166 EX/4 (March 2003) Report by DG on the execution of the programme adopted by GC + memo Dir (14 Jan 2002) (Preparation of report by DG)

165 EX/4 (Sept 2002) Report by DG on the execution of the programme adopted by GC

164 EX/4 (April 2002) Report by DG on the execution of the programme adopted by GC + memo Dir (28 March 2002) (Preparation of report by DG)

162 EX/4 (Sept 2001) Report by DG on the execution of the programme adopted by GC

161 EX/4 (May 2001) Report by DG on the execution of the programme adopted by GC

160 EX/4 (Sept 2000) Report by DG on the execution of the programme adopted by GC

159 EX/4 (April 2000) Report by DG on the execution of the programme adopted by GC

162 EX/18 Overall Strategy for UNESCO's Institutes and Centres and their Governing Bodies

162 EX/INF.8 Proposals on Overall Strategy for UNESCO's Institutes and Centres and their Governing Bodies

169 EX/29 Report by the External Auditor on the Performance Audits Undertaken in the 2002-03 Biennium

171 EX/6 PART III Report by the Director-General on the Reform Process: Decentralization

171 EX/8 Report by the Director-General on the follow-up to the EFA Strategic Review and UNESCO's Srategy for the 2005-2015 period

171 EX/INF.10 Report by the Director-General on the principles and guidelines regarding the establishment and operation of category 1 UNESCO Institutes and centres

171 EX/18 Report by the Director-General principles and guidelines regarding the establishment and operation of category 1 UNESCO Institutes and centres

28 C/4 Medium- term Strategy 1996-2001

30 C/5 General Conference Approved Programme and Budget 2000-01

31 C/4 Medium- term Strategy 2002-2007

31 C/5 General Conference Approved Programme and Budget 2002-03

32 C/5 General Conference Approved Programme and Budget 2004-05

32 C/33 Financial report and audited financial statements relating to the accounts of UNESCO for the financial period ended 31 December 2001, and report by the external auditor 7 August 2003

Education For All: Dakar Framework for Action (including regional framework of action for the Latin America and Caribbean)

INTRODUCTION

Four online surveys were administered during November. The purpose of the surveys was to gather the views of the following groups:

- IIEP Governing Board Members
- UNESCO field offices, education institutes and centres;
- IIEP Stakeholders, including representatives of member states, former trainees, consultant fellows, partner agencies and donors; and
- Former IIEP Regional Course Trainees.

The remainder of this Appendix describes the survey methods and the main results from the surveys. The results of the Governing Board survey are not reported due to the small sample size and the need to maintain confidentiality.

SURVEY METHODS

An on-line survey instrument was chosen because of the large number and wide geographic distribution of IIEP stakeholders and because time and resources limited field visits to IIEP offices in Paris and Buenos Aires. It is also more cost effective than mail or phone-based survey methods.

Questionnaire design

The nature of the data to be collected (stakeholders' perceptions about IESALC) led us to use two broad types of questions:

- Open-ended questions aimed at collecting descriptive data; and
- Specific qualitative questions that could be answered on a Likert-type scale of responses.

The questionnaires were kept relatively short so as to keep item non-response to a minimum, although the survey of field offices, institutes and centres was somewhat longer than normal for an online questionnaire given that it covered all 8 education institutes and centres.

Survey administration

In terms of survey procedure, it was not possible to pilot the questionnaire due to the limited time available to conduct the survey. Respondents were sent the survey by email which contained a hyperlink to the survey form. The use of unique identifiers allowed us to track responses, which permitted follow-up emails to be sent to increase response rates. One follow-up email was sent for each of the stakeholders and former trainees surveys. A second reminder email was sent to UNESCO field offices, institutes and centres due to the low initial response rate.

The surveys were self-administered and instructions for completion were included in the email (in English and/or Spanish depending on the survey). Participants were told that IIEP and UNESCO would not have access to individual responses. Some respondents encountered problems accessing the survey and were sent a copy of the survey as a Microsoft Word document.

Sampling and response rates

The survey samples were compiled from a variety of sources:
- The names of past and current Governing Board members were obtained from UNESCO documents and contact details were provided by IIEP-Paris;
- A list of Directors of UNESCO field offices and category I education institutes and centres was supplied by the Internal Oversight Service of UNESCO;
- Lists of IIEP stakeholders (e.g. representatives of member states, consultant fellows, partner organisations and donors) were supplied by IIEP-Paris and IIEP-Buenos Aires; and
- A list of Regional Course participants and contact details were provided by IIEP-Buenos Aires. Former ATP trainees were not surveyed due to the concurrent IIEP Tracer Study.

The sample sizes (adjusted for invalid email addresses and out-of-office replies) and response rates (adjusted for duplicate and invalid responses) for each of the surveys are as follows:

Survey	Sample Size	Valid Responses	Response Rate
Governing Board	12	6	50%
Field offices, institutes and centres	55	33	60%
IIEP Stakeholders	167	56	34%
Former Regional Course Trainees	126	70	56%

These response rates compare very favourably with the typical response rate of 26% for online surveys.[25]

Limitations

The major limitations of our survey method are:

- The non-probabilistic method of sample selection may mean the sample is not representative of the target population groups, which may limit the generalisability of results. However, there was no suitable population frame for the use of probabilistic methods. We are confident that the samples provided comprehensive coverage of the target populations;

- Even if the sample was representative of the population groups, response rates lower than 80% give rise to potential for selection biases. Our response rates are good for online surveys, which minimises the risk of selection biases. Our surveys also obtained good coverage in terms of respondent types; and

- Mis-attribution of cause and effect by survey respondents.
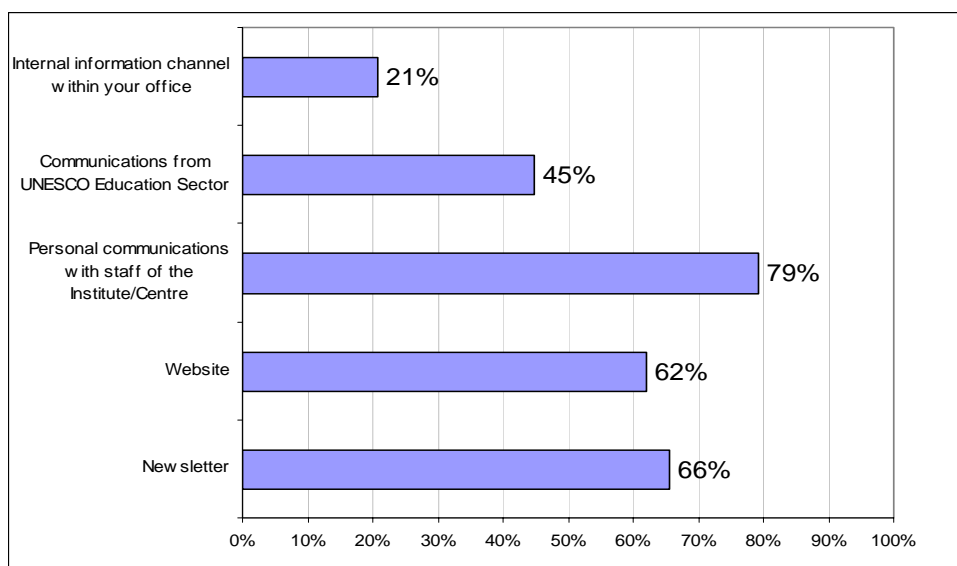
SUMMARY OF FIELD OFFICE SURVEY RESULTS

Awareness

How aware are you of the following IIEP activities?
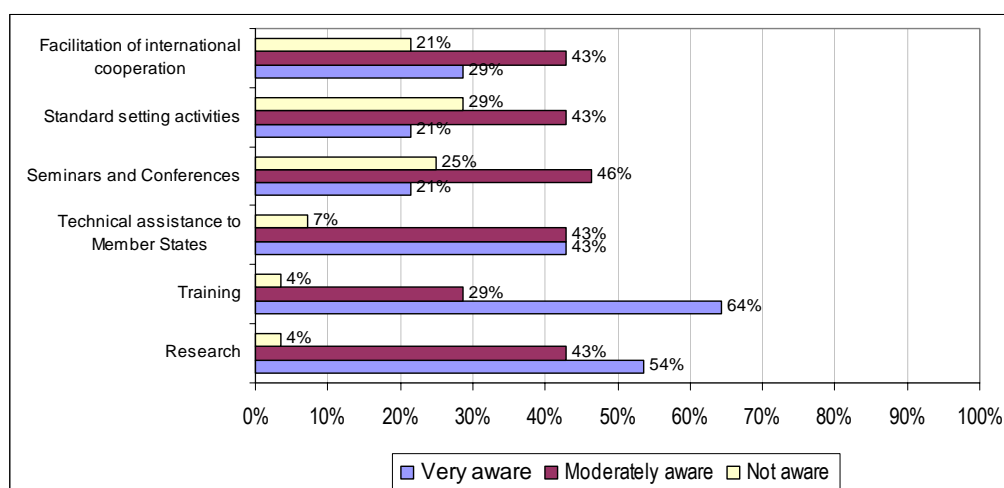
Total Respondents = 26 (except Training 27, and Research 28)

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[25] Hamilton, M. B. (2005) Online Survey Response Rates and Times: Background and Guidance for Industry, SuperSurvey Whitepaper.
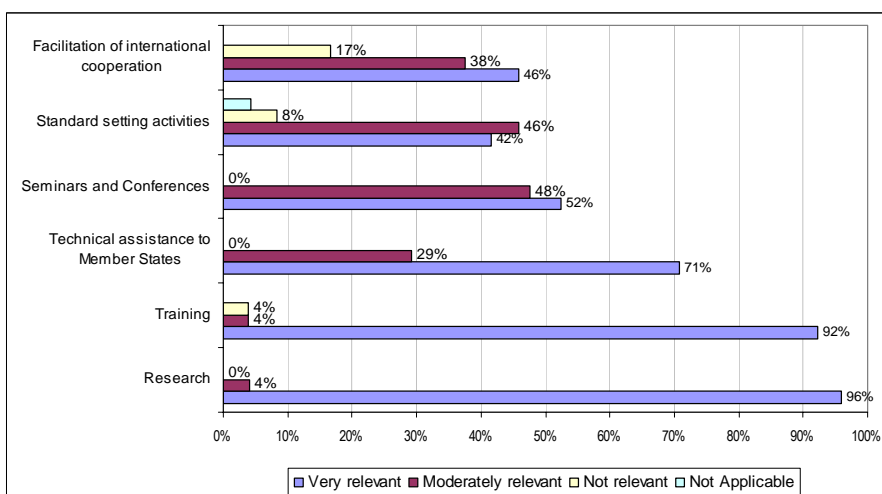
MARTIN JENKINS
ASSOCIATES

How do you usually keep informed about the activities of IIEP? (Please mark all that apply)

Internal information channel within your office: 21%
Communications from UNESCO Education Sector: 45%
Personal communications with staff of the Institute/Centre: 79%
Website: 62%
Newsletter: 66%

Total Respondents = 29

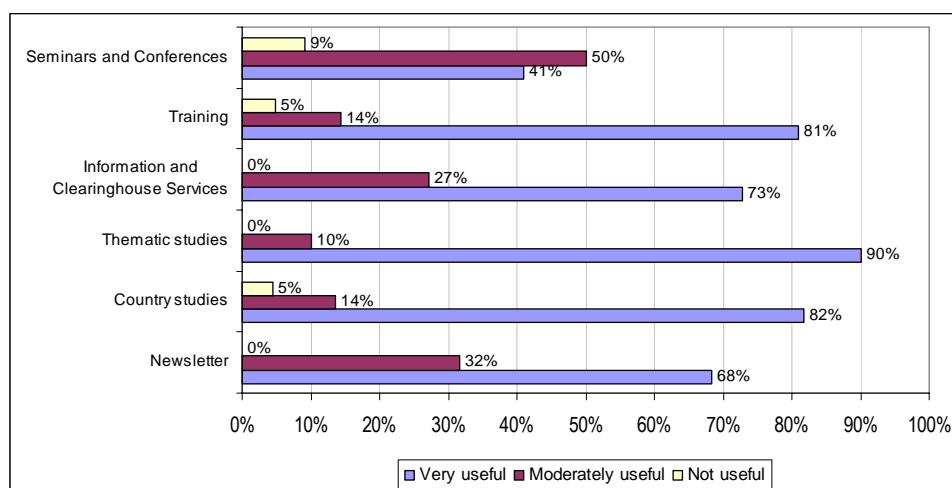## Relevance

How relevant in your opinion are the following IIEP activities to the education priorities and needs of Member States?

Facilitation of international cooperation: Not relevant 17%, Moderately relevant 38%, Very relevant 46%
Standard setting activities: Not Applicable 8%, Moderately relevant 46%, Very relevant 42%
Seminars and Conferences: 0%, Moderately relevant 48%, Very relevant 52%
Technical assistance to Member States: 0%, Moderately relevant 29%, Very relevant 71%
Training: Not relevant 4%, Moderately relevant 4%, Very relevant 92%
Research: 0%, Moderately relevant 4%, Very relevant 96%

Legend: Very relevant | Moderately relevant | Not relevant | Not Applicable

Total Respondents: Research (25), Training (26), Technical Assistance, Standard Setting and International Cooperation (24), Seminars and Conferences (21)

How useful do you find the following IIEP services to your organisation and its work?

Total Respondents: Newsletter and Thematic Studies (21), Country Studies (23), Clearinghouse and Training (24), Seminars and Conferences (22)
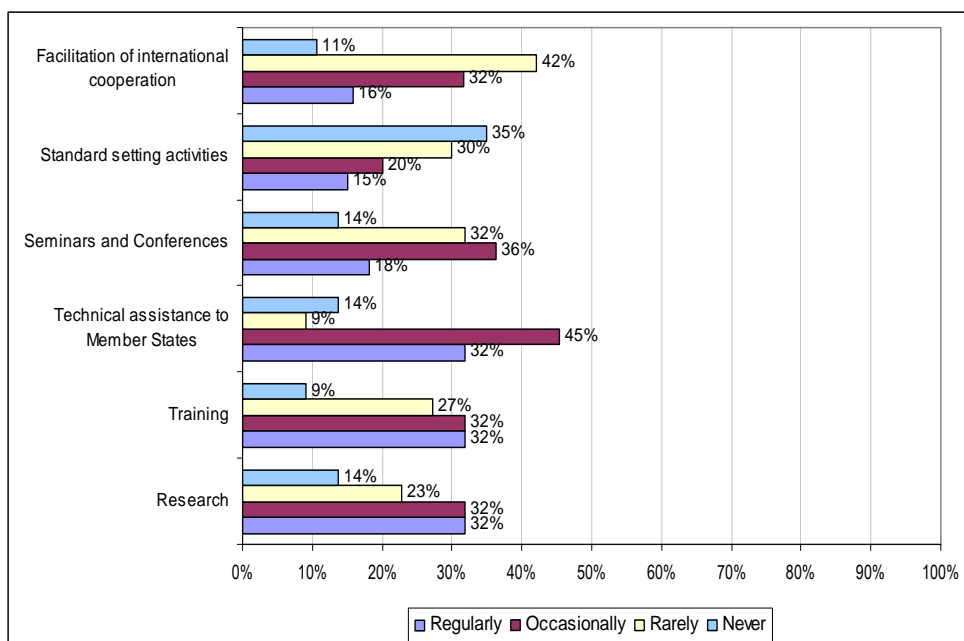
Are there any specific comments you would like to make about the relevance of activities of IIEP?

Example responses include:

- "IIEP has been very successful in assisting to establish the Palestinian ministry of education, and in further providing focussed technical assistance, less useful in project implementation."

- "The central question for field offices is not in relation to the relevance of the activities of the Institutes and Centres but the weakness of their support for the Member States and the implementation of the activities of field offices. Only IIEP is attentive to the problems of field offices."
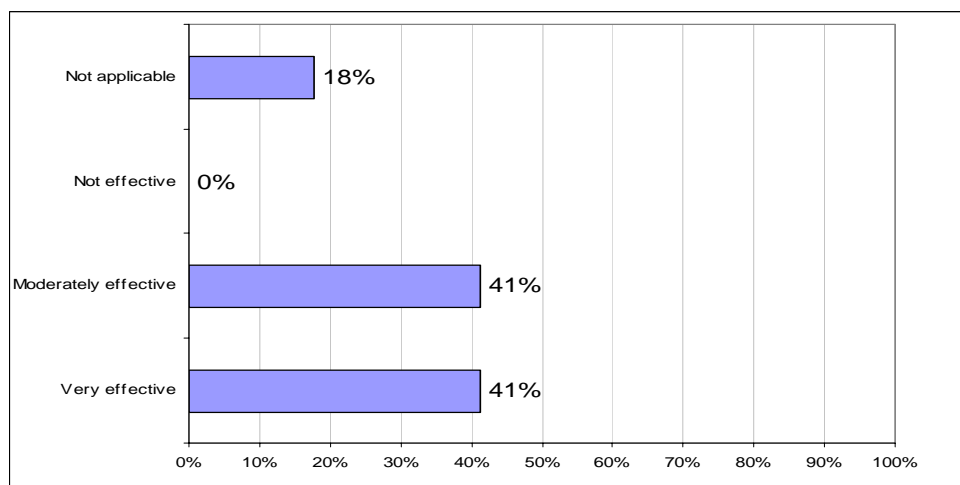
Coordination and Collaboration

How often does your office engage with IIEP on the following activities?

Facilitation of international cooperation
- 11%
- 42%
- 32%
- 16%

Standard setting activities
- 35%
- 30%
- 20%
- 15%

Seminars and Conferences
- 14%
- 32%
- 36%
- 18%

Technical assistance to Member States
- 14%
- 9%
- 45%
- 32%

Training
- 9%
- 27%
- 32%
- 32%

Research
- 14%
- 23%
- 32%
- 32%

Legend: □ Regularly ■ Occasionally □ Rarely ■ Never

Total Respondents = 22 except standard setting (20) and international cooperation (19)

In cases where you or your office has engaged IIEP, how effective has IIEP been at collaborating?

- Not applicable: 18%
- Not effective: 0%
- Moderately effective: 41%
- Very effective: 41%

Total Respondents = 24

Are there any specific comments you would like to make about coordination or collaboration with the Institutes/Centres?

Example responses include:

- "IIEP used to be rather independent in its relation with the ministry of education staff, but kept the [reference removed to preserve anonymity] office informed, as needed, so I did not think that this was an issue. However, very little of their work is transmitted or disseminated."

- "The coordination and collaboration is difficult with some institutes, especially IIEP, because of the lack of flexibility in order to adapt to the specific need of a country like [reference removed to preserve anonymity]."
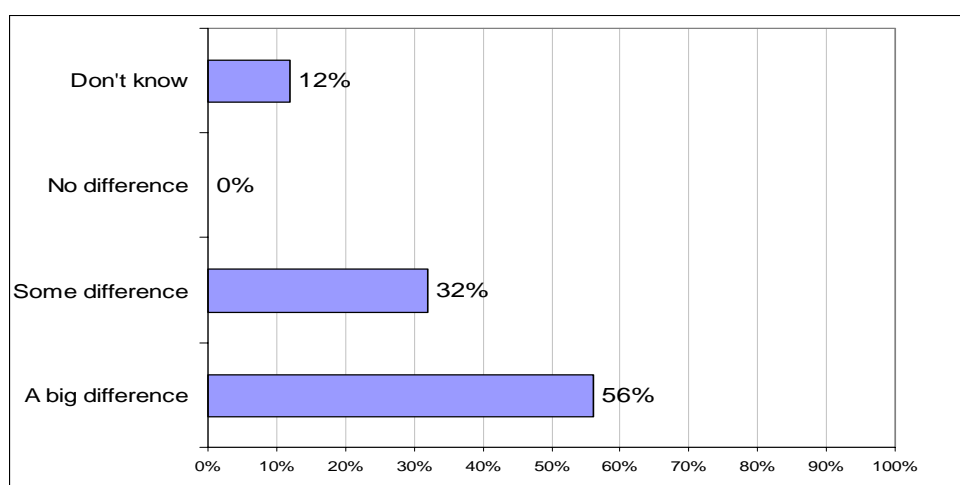
Results Achieved

How much of a positive difference has IIEP made to improving access to and the quality of information on education?
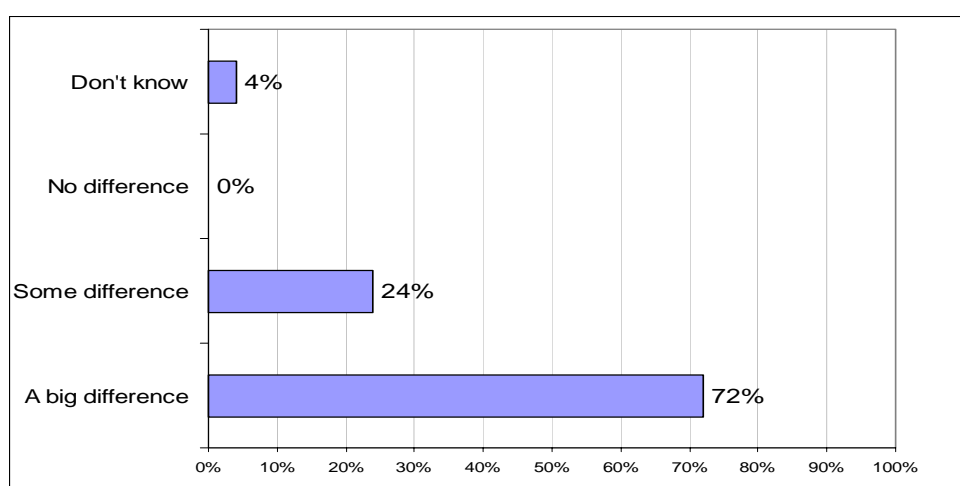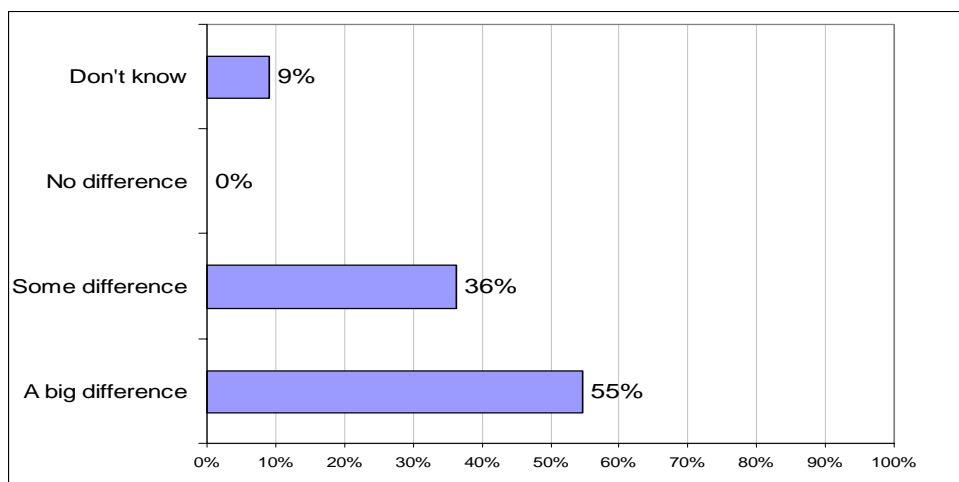

Total Respondents = 25

How much of a positive difference has IIEP made to enhancing the capacity and capability of education institutions in Member States?
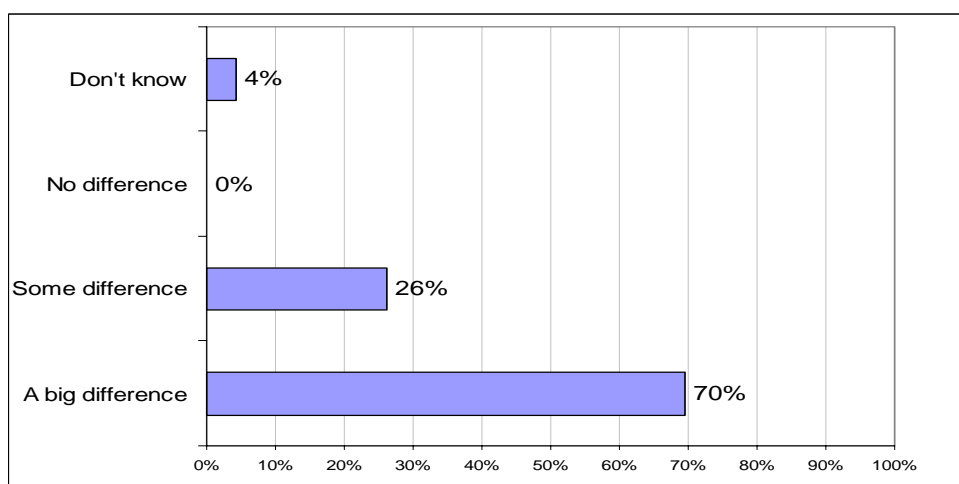

Total Respondents = 25

How much of a positive difference has IIEP made to helping to improve and develop education systems in Member States?
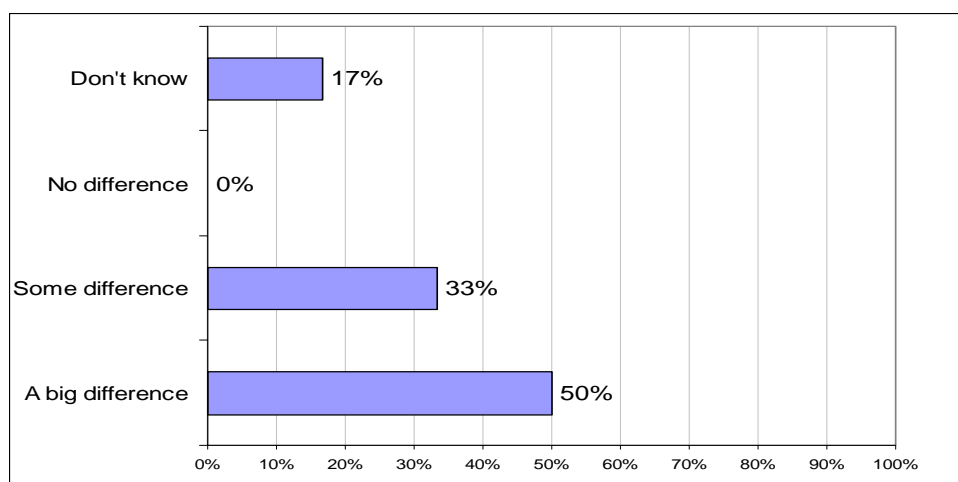

Total Respondents = 22

How much of a positive difference has IIEP made to helping to improve mutual knowledge of education systems?
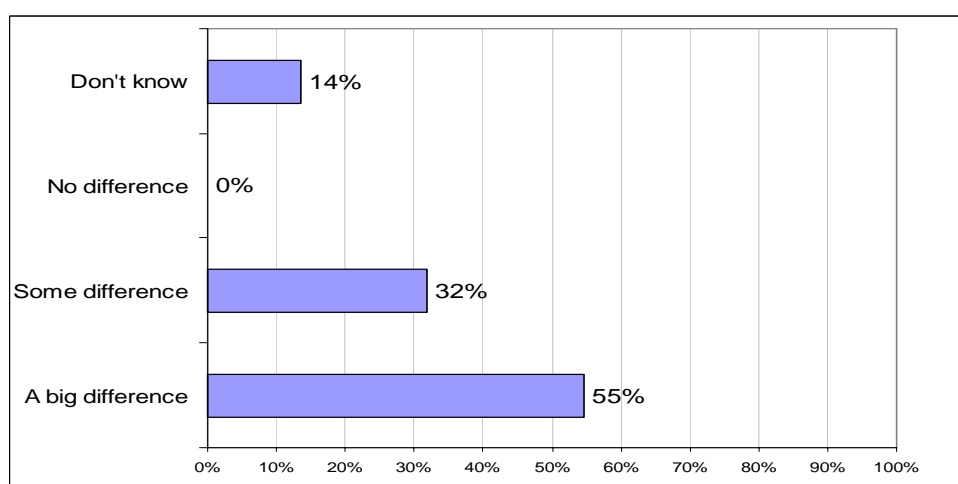

Total Respondents = 23

How much of a positive difference has IIEP made to facilitating exchanges of information and experience among education institutions?

Don't know — 17%
No difference — 0%
Some difference — 33%
A big difference — 50%

Total Respondents = 24

How much of a positive difference has IIEP made to fostering closer co-operation among the countries institutions and specialists in the field of education?

Don't know — 14%
No difference — 0%
Some difference — 32%
A big difference — 55%

Total Respondents = 22

Are there any specific comments you would like to make about results achieved by IIEP?

Example responses include:

▪ "IIEP is producing very high quality research which is unfortunately not disseminated well."

▪ "IIEP has increased its involvement in [] in recent times, after a long period, despite some requests to be more visible. This is partly due to the fact that there is a new officer in charge who is more committed to assist. IIEP Director was always very favourable and interested but the middle-level staff did not really follow his direction."

▪ "IIEP has become an institution in itself, rather than merely an 'Institute'. That's an achievement."

- "IIEP is actively playing its role, in particular in research. The research publications are well received by Member States and enjoy a high reputation."

Final Comments

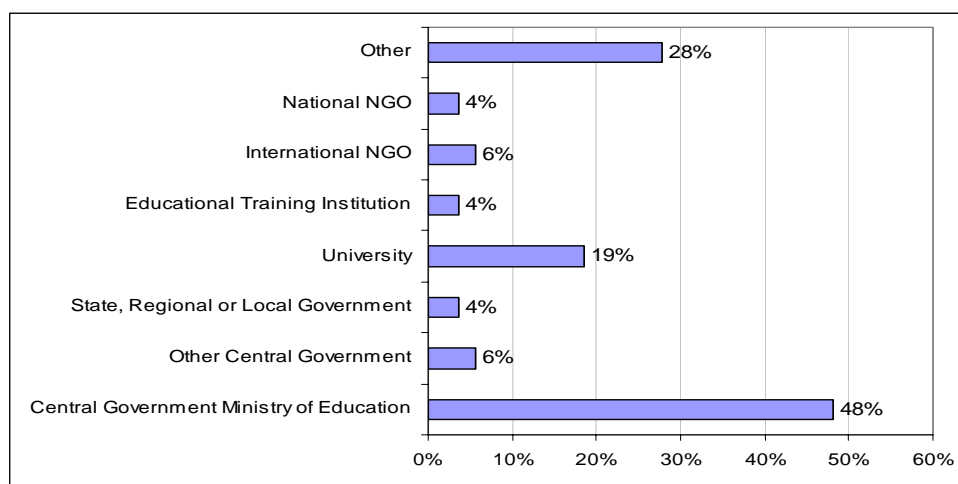*Do you have any other comments about IIEP that you wish to make?*

Example response includes:
- "Over the years I have noticed too much overlapping with Education sector sometimes leading to competition."

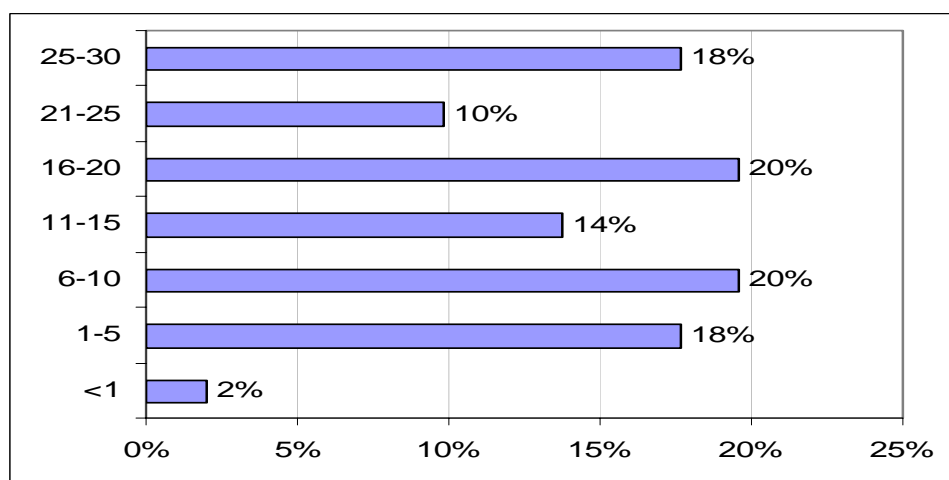## SUMMARY OF STAKEHOLDER SURVEY RESULTS

Respondent Information

What type of organisation do you work for? (Mark all that apply)
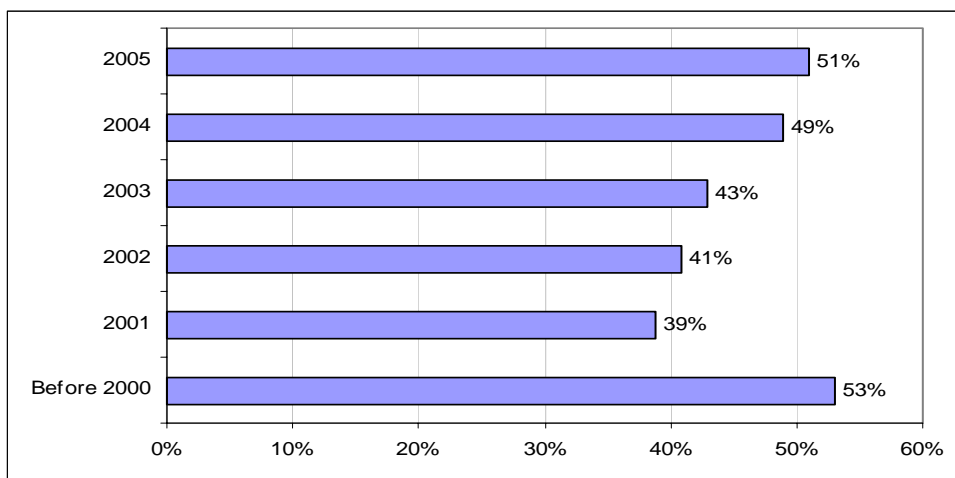

Total Respondents = 54

For how many years have you worked for this organisation?
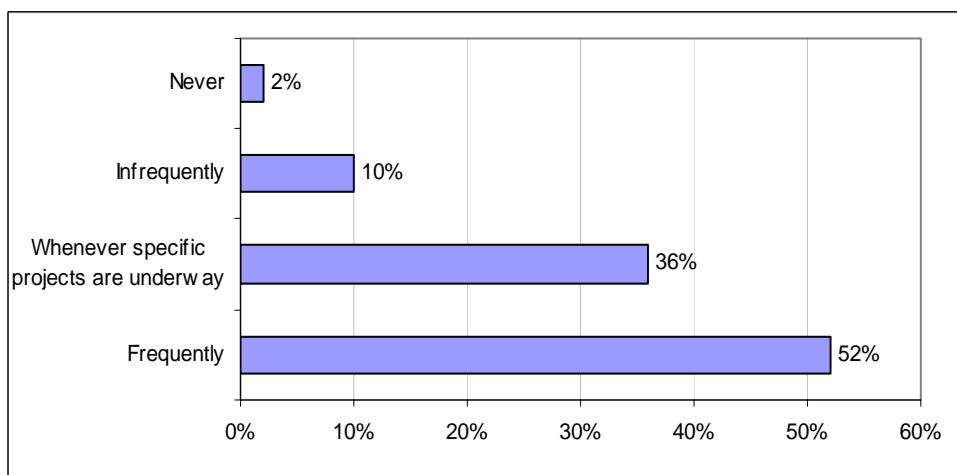

Total Respondents = 51

Relationship with IIEP

In which years have you had a relationship (including attending training) with IIEP? (Mark all that apply)
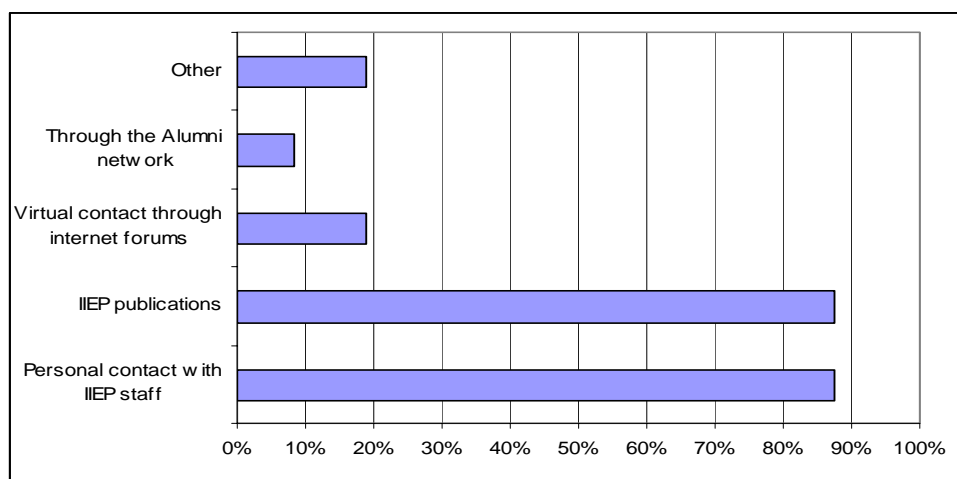

Total Respondents = 49

How often do you or your organisation have contact with IIEP?

Total Respondents=50

IIEP Services and Activities

How do you stay informed about IIEP's activities? (Mark all that apply)

Total Respondents =48

Respondents that answered 'Other' provided a range of answers including: the Donors day; meetings; through SACMEQ; involvement in collaborative projects; and the web site.

What has your or your organisation's involvement been with IIEP? (Mark all that apply)
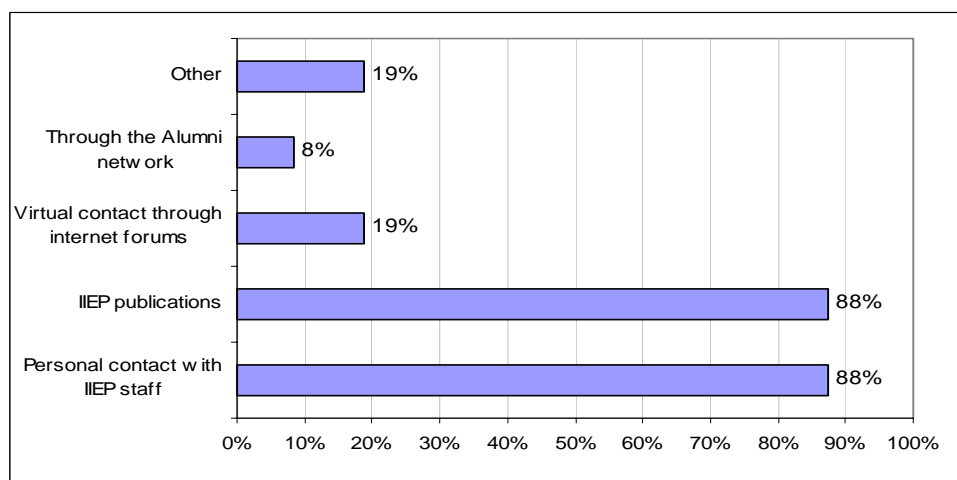
Total Respondents =45

Respondents that answered 'Other' mainly gave examples of technical assistance projects, collaborative engagement, network activities, organisation of regional for a, research and training. Some examples include:

- "IIEP has funded some of my organisation's training activities, production of materials; We have used IIEP expertise for training, and IIEP has identified world renowned consultants to support such training … we have used IIEP-produced training manuals, publication series (e.g. fundamentals of planning and other books); … our members have attended the ATP and specialised intensive training programmes on specialised research topics; … IIEP has provided us with technical assistance with proper accounting and

budgeting issues, for instance; IIEP helped ensure our policy reports and data archive are distributed to its network of libraries and other depositories; and our membership has regularly interacted with IIEP for a variety of activities, among them internet-based training, discussion groups, etc."

- "Used IIEP publications for teaching at graduate and undergraduate levels. Drew on IIEP early research work for insights into the interaction between AIDS and education. Supplied materials for the Clearinghouse and draw occasionally on its contents Worked with IIEP staff for development of publications and teaching modules"

- "Involvement of IIEP in country-based training and institutional capacity building relating to such areas as educational planning, EMIS and school mapping. This has primarily been in the context of a larger, multiple donor educational sector support programmes (SWAPs) Provision of training on scholarship basis, funded by the ministerial donor agency that I work with. Regular meetings with IIEP leadership in our capacity of donor agency."

Donors

Do you represent a donor organisation?
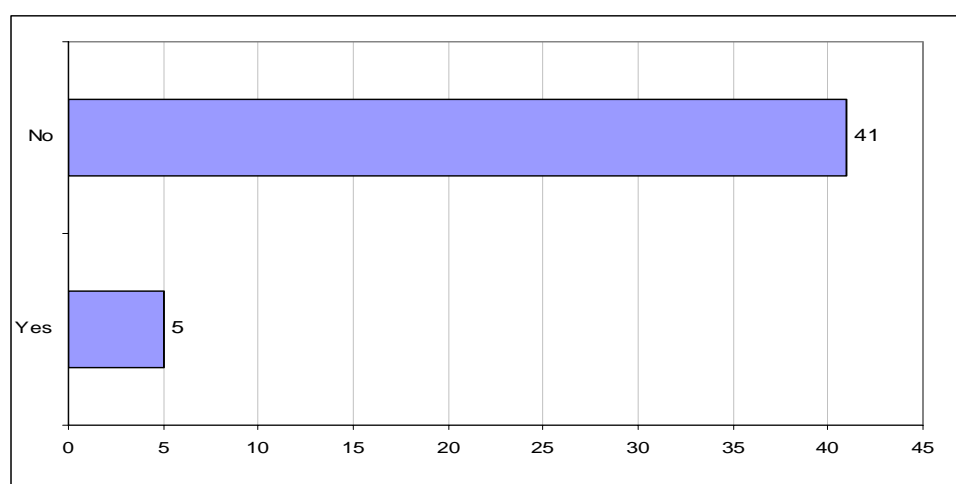
Total Respondents =46

Of the five respondents who represent donor organisations, we asked which modes of donation they have used to fund IIEP in the last 5 years:

'Soft' budget funds/General budgetary support	2
Funds earmarked for certain activities/work streams	2
Individual project funding	3

We also asked the donor representatives if they had changed funding modes in the last five years. Only one said they had, indicating that they had provided general budget support since 2004 and individual project funding before that. Three of the donors had maintained the

same level of funding over the last five years and one had increased their contribution significantly. Two of the four donors were considered the quality of reporting to their organisation by IIEP to be *very good* and the other two considered it *adequate.*

Results and Outcomes

IIEP as part of UNESCO has various roles:
- Laboratory of ideas - anticipating and defining problems and solutions
- Standard-setter - developing norms and working towards agreement on these where possible
- Information Clearinghouse - gathering and sharing information, knowledge and best practice
- Capacity builder for Member States - building human and institutional capacity
- Catalyst for International Cooperation - Encouraging development cooperation and shared goals

Looking at this list of roles does IIEP in your experience have any particular strengths in any of these areas?

A number of respondents indicated that IIEP had strengths in all of these areas, although there was a clear perception that IIEP contributed most in the area of capacity building. IIEP's roles as a clearing house, laboratory of ideas and catalyst for international cooperation were also mentioned as strengths. The standard-setting role was least mentioned. A fairly 'typical' response is shown below:
- "[Laboratory of Ideas] - IIEP has generated lots of pioneering ideas on policy issues relating to challenges facing education systems globally, e.g. formula funding, addressing equity issues, assessing the quality of research and decisions emerging from such research, etc [Standard Setter] Yes, especially in cutting-edge research methods, planning and policy development issues [Information Clearinghouse] Yes, especially through its documents centre, newsletter, and other publications. [Capacity Builder]. Largely through regional training programmes tailor made to suit groups of countries, and through the ATP. [Catalyst for International Cooperation]. Assisted our contact with donors and other agencies interested in the work we do in educational policy research and training."

Are there any areas where IIEP has weaknesses or could contribute more than it does currently?

A number of respondents indicated they could not discern any particular weaknesses. A small number indicated that IIEP was comparatively weak in terms of the standard-setting function, but did not necessarily regard standard-setting as an appropriate role for IIEP. Other views included:
- "If training programs could be made more accessible at local level as time and cost of attending courses in Paris prohibit participation by poor member states and those with insufficient capacity."

- "Yes, IIEP links with the international agenda is not always clear, particularly in embedding it in the regular capacity/training programmes. It is felt that IIEP operates a bit in isolation as donors have little evidence that new international challenges are being incorporated/translated into the general/basic training programmes."

- "IIEP suffers the weakness of all international organisations in having to pull its punches in pointing out where mistakes are being made deliberately or unwittingly. It is also unable to ensure that the training it offers is actually put into effect. Given the constraints under which the institution works, I've not been able to see how it could contribute more strongly."

How much of a positive difference have the following IIEP activities made?
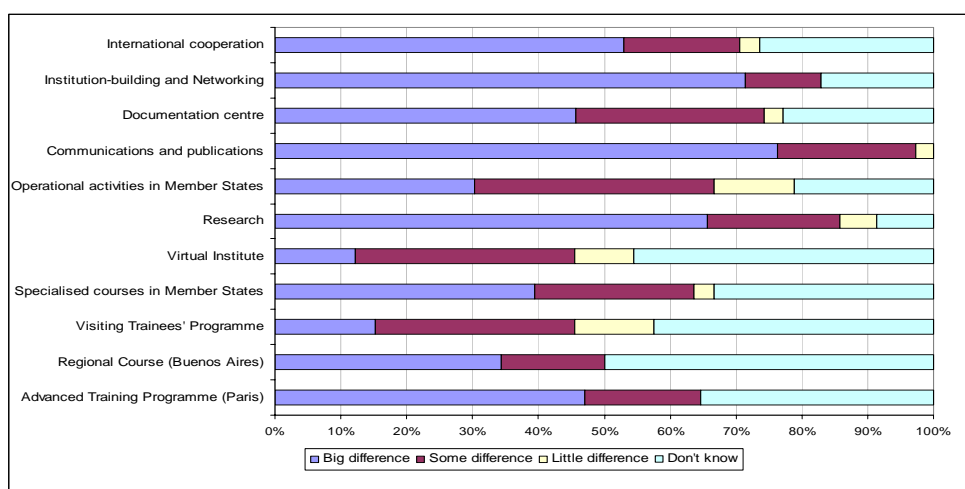
Total Respondents = 39

Activity	Big difference	Some difference	Little difference	Don't know
Advanced Training Programme (Paris)	16	6	0	12
Regional Course (Buenos Aires)	11	5	0	16
Visiting Trainees' Programme	5	10	4	14
Specialised courses in Member States	13	8	1	11
Virtual Institute	4	11	3	15
Research	23	7	2	3
Operational activities in Member States	10	12	4	7
Communications and publications	29	8	1	0
Documentation centre	16	10	1	8
Institution-building and Networking	25	4	0	6
International cooperation	18	6	1	9

How effective do you think IIEP is in meeting the following goals??

Chart legend:
- Executing operational projects in its field of competence
- Carrying out research and studies aimed at the upgrading of knowledge in educational planning and administration and at the production sharing and transfer of knowledge and the exchange of experiences and information in educational planning and administra
- Strengthening national sub-regional and inter-regional training programmes in education planning administration evaluation and monitoring
- Reinforcing Member States' capacity-building for the management planning and administration of education systems

Category	Total Respondents
Reinforcing Member States' capacity-building for the management planning and administration of education systems	38
Strengthening national sub-regional and inter-regional training programmes in education planning administration evaluation and monitoring	39
Carrying out research and studies aimed at the upgrading of knowledge in educational planning and administration and at the production sharing and transfer of knowledge and the exchange of experiences and information in educational planning and administration amongst Member States	39
Executing operational projects in its field of competence	39

What is the main contribution of IIEP to building the capacity of Member States in the field of educational planning and management?

The majority of respondents who answered this question indicated that training, and the ATP in particular, is IIEP's main contribution to capacity building in Member States. However, a number of other contributions were also mentioned:

- "The provision of state-of-the-art school mapping and planning training and cooperative activities. The IIEP does well at "tailoring" its programmes and in-field efforts to the conditions of the specific member state and cooperating agency and personnel."

- IIEP had provided RELEVANT training programmes to PRACTITIONERS in the field through using its own expertise; IIEP has also galvanised African institutions - Ministries of Education in particular - so that they can benefit from each other's expertise."

- First of all, one must see IIEP in the broader international institutional context where no one institution has been "very effective" internationally. Overall, modesty is in order. - Perhaps the greatest contribution of IIEP over the years is the development of an

international network of trained (more or less) people, many of whom have gone on to much higher positions and some of whom have left education. However, IIEP's "exploitation" of the network is relatively underdeveloped. - Through its training and publications, IIEP has sort of standardized the use of certain tools and methods, such as micro-planning, school mapping, etc"

Other Providers

What other organisations provide the type of services provided by IIEP?

The most common answer was that respondents were unaware of other organisations. However, a number did indicate that other organisations provided some of the services offered by IIEP, notably UNESCO (in particular, other UNESCO education institutes), other UN agencies (e.g. the World Bank) and some universities (e.g. Harvard). A small number of institutions based in member states were mentioned, including NIEPA, SADC-EPSI and the Arab Institute for Planning in Kuwait. Example responses include:

- "There are likely to be a number of organisations that provide some components of IIEP's range, but not all of them, e.g. universities in many of the OECD countries."
- "Harvard did but no longer. Really not much competition and that is a pity."

What, if anything, is IIEP's comparative advantage compared with other providers? (Mark all that apply)
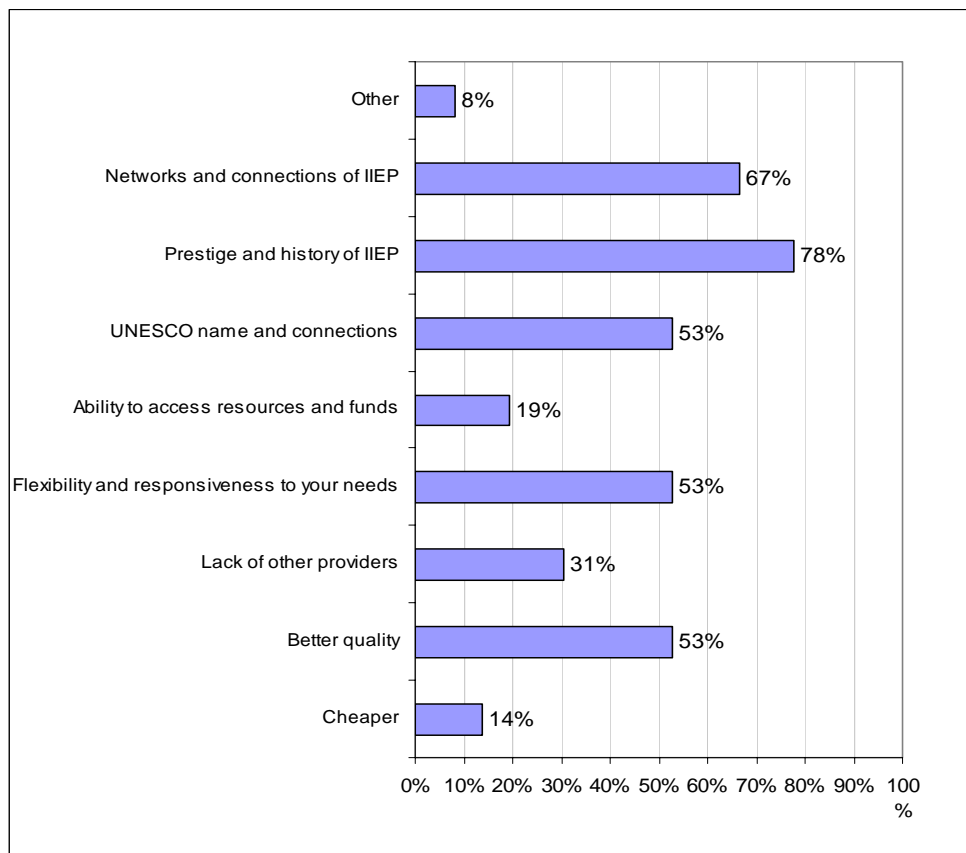
Total Respondents = 36

Final Comments

Are there any other comments about IIEP you wish to make?

- "IIEP has striven for excellence in the areas that makes the biggest difference in education - planning, management and policy development. It has created a forum for the development of ideas that clearly translate into concrete action. In all this, it has remained faithful to the global goals and targets articulated by nations, especially EFA and MDGs."

- "I get the impression that IIEP is so busy with its regular activities and new commitments that it does not have as much capacity as in the past to sit back and review new problems and issues."

- "IIEP is in a difficult situation, and has been for many years. Presently, I think, it receives a minority of its resources from UNESCO. This should be seen as a strength and proof of IIEP's external reputation and capacity to attract resources. However, the extent to which UNESCO is part of IIEP's problem is greater (now) than the extent to which it is part of IIEP's strength. In order to thrive (i.e., beyond survival), IIEP needs to develop its professional culture and this entails a good degree of professional autonomy without having to spend too much time in making sacrifices on the altar of UNESCO's more political imperatives. Take, for example, the decreasing Unison support for IIEP, which, paradoxically, is correlated with an increasing amount of IIEP activities. This also needs to be seen in the context of the contrasting reputations of IIEP and the UNESCO education sector, where IIEP is seen (correctly, in my opinion) as the major success story of UNESCO/education. In this context, it appears that UNESCO - with its declining budget support for IIEP - has been penalizing success and rewarding failure. Strange, to say the least! If UNESCO is not able to do otherwise (in budget terms), at least it should provide IIEP with the more institutionally enabling resources (autonomy, associated of course with accountability) necessary for IIEP to thrive."

- "The IIPE-Buenos Aires Branch has established a good reputation and leadership in South America. Their publications and the events they organize have an important impact in the academic and political direction of the education in our countries."

SUMMARY OF FORMER REGIONAL COURSE TRAINEES SURVEY RESULTS

Respondent Information

Year of Study
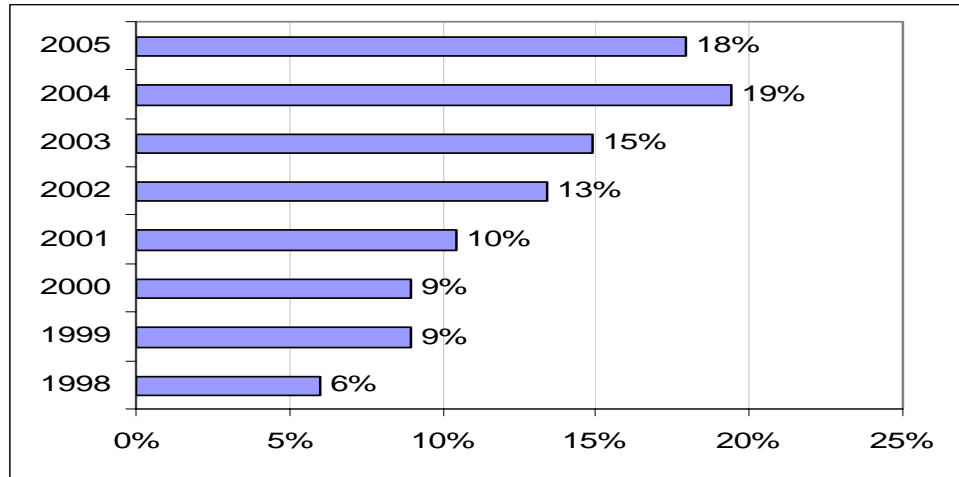
Total Respondents = 67

In which country were you working immediately before attending IIPE training?
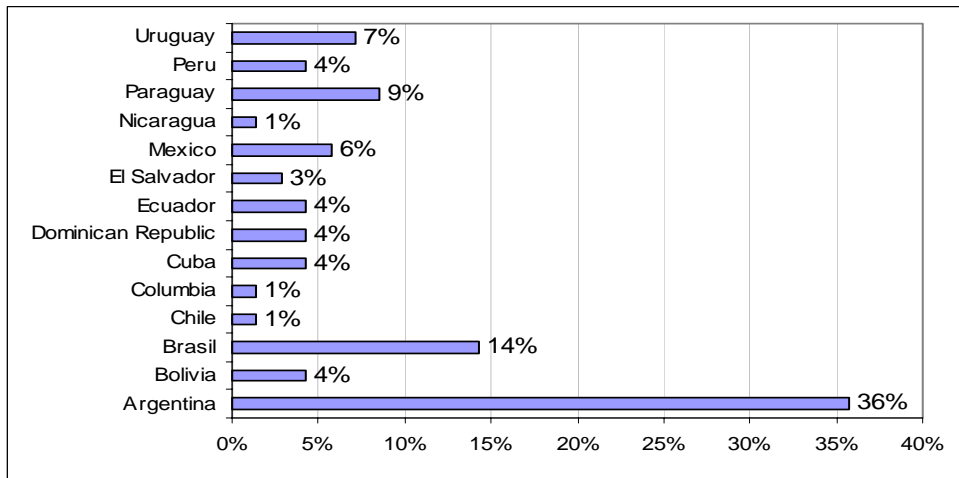
Total Respondents = 70

What type of organisation did you work for immediately prior to IIPE training?

Organisation	Percentage
Other	13%
National NGO	3%
International NGO	0%
Education Training Institute	16%
University	15%
Local or Regional Government	21%
Other Central Government	1%
Central Government Ministry of Education	30%
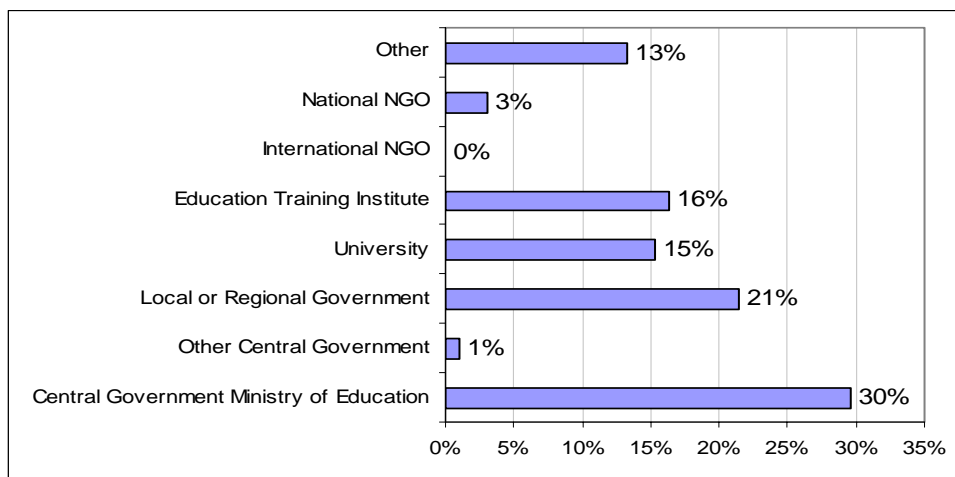
Total Respondents = 70

Respondents who answered 'Other' worked in a variety of organisations, including schools, education journalism and development agencies.

What type of organisation do you work for currently?

Organisation	Percentage
Other	0%
National NGO	7%
International NGO	1%
Education Training Institute	18%
University	17%
Local or Regional Government	21%
Other Central Government	2%
Central Government Ministry of Education	28%
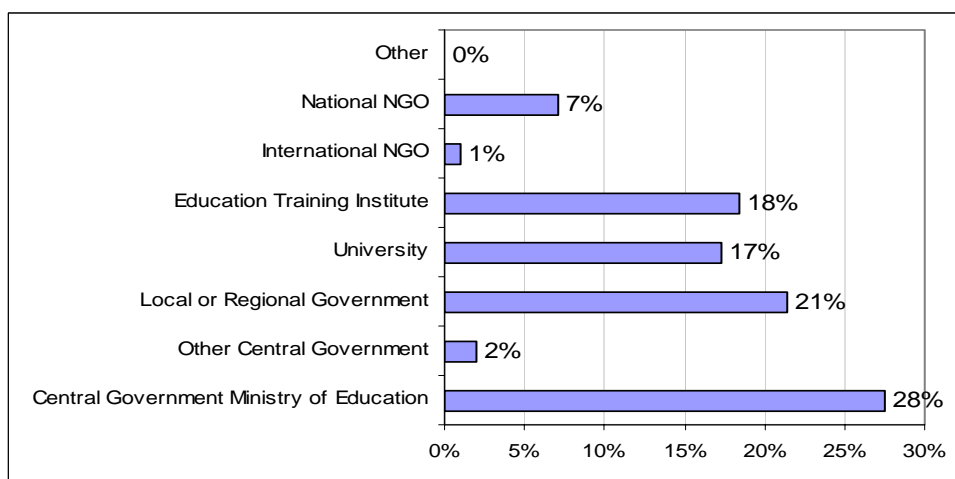
Total Respondents = 66

How many years experience in educational planning and management did you have prior to IIPE training?
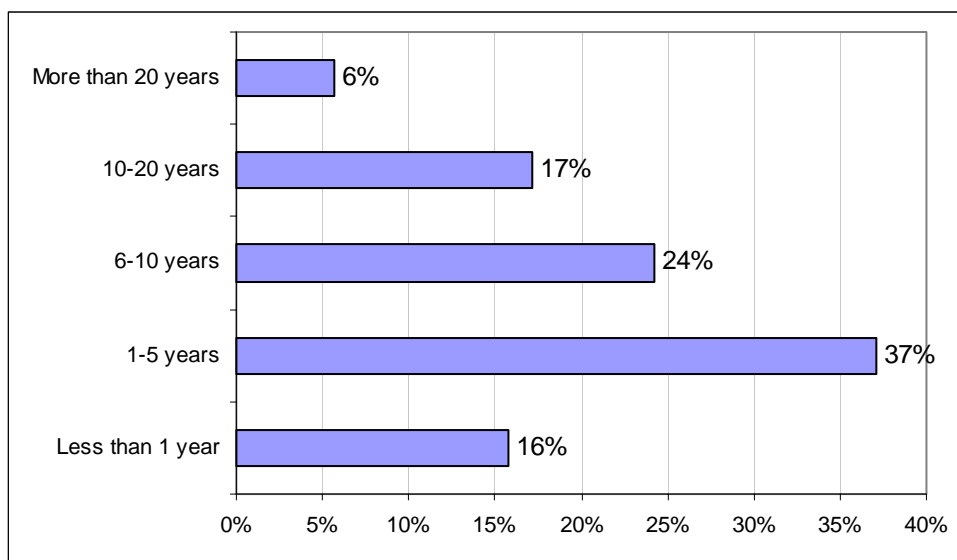
Total Respondents = 70

What level of education did you have prior to IIPE training?
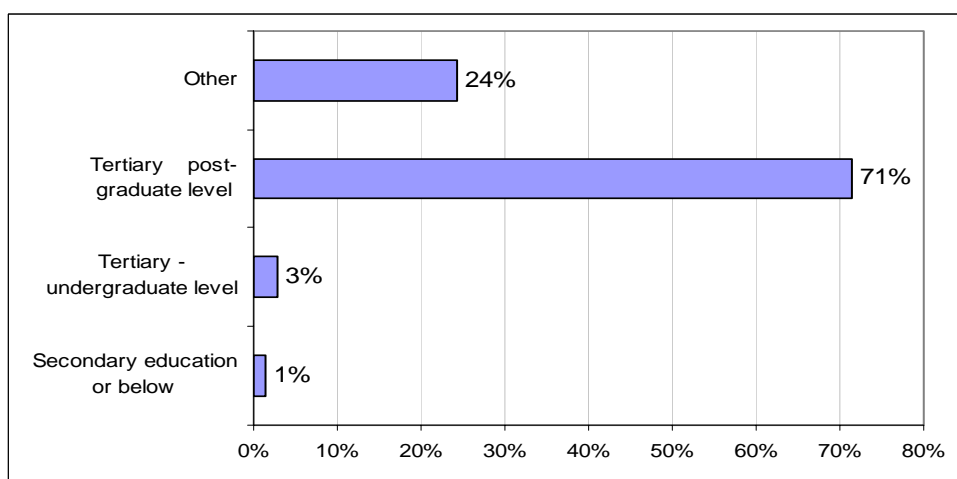
Total Respondents = 70

Most respondents that answered 'Other' provided specific examples of post-graduate tertiary qualifications.

Gender of Respondents
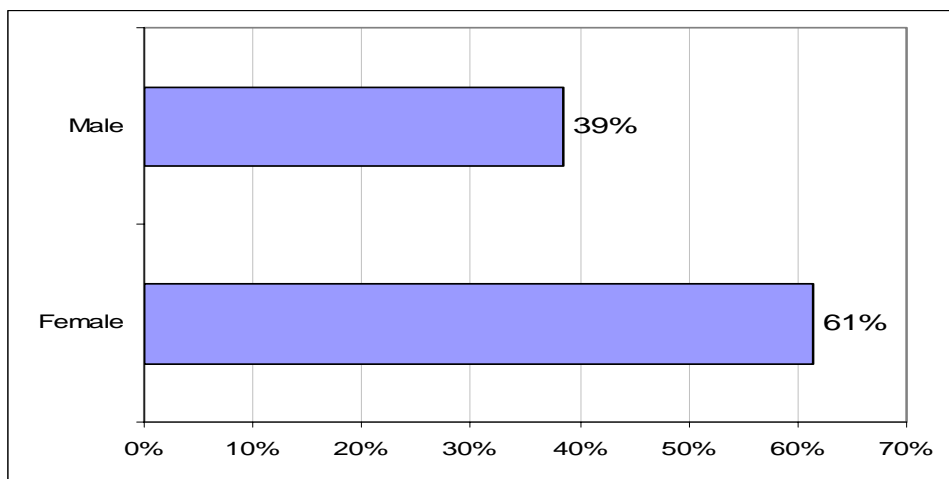
Total Respondents = 70

Awareness

How did you become aware of IIPE training?
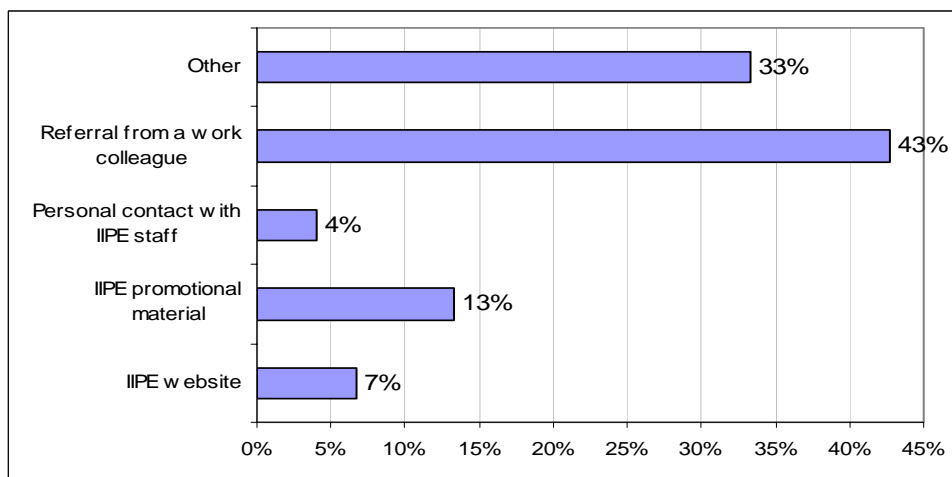
Total Respondents = 70

Most respondents who answered 'Other' found out about the course, or were invited to attend the course, through their country's Ministry of Education. Referrals from former IIPE trainees, magazine articles and NGOs and UNESCO were also mentioned.

Did you consider studying at another training institution?

Total Respondents = 65

Why did you choose to study at IIPE?

There was a high degree of consistency in the answers provided by respondents. Key reasons for choosing to study at IIPE included:

- Being selected for training by the Ministry of Education or other institution;
- The professional and applied relevance of the course and its curriculum (e.g. "the training particularly interested me because of its focus on applied education management and planning. I already had a Masters of Social Sciences, specialising in Education");
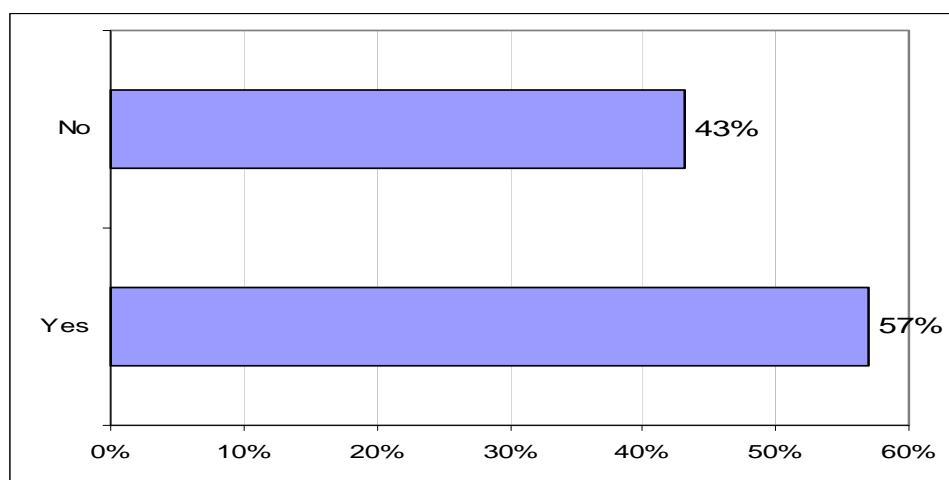- The international and intensive nature of the course (e.g. "It was an excellent opportunity to share with colleagues from other countries and to extend our frame of reference of the educational system.";
- The very good reputation and prestige of the Institute, its Director and teaching staff (e.g. "academic prestige was an important factor" and "IIPE has recognition at a world-wide level"); and
- Due to previous collaboration with the Institute.

Two responses that sum up the reasons for choosing IIPE are:

- "I elected to study at IIPE. In the first place, when I became aware of IIPE's program, I found that it suited my professional aspirations perfectly … in the second place, the profile of candidates to be taught coincided directly with my current role (administrator of education). Since my training, I have incorporated in my career the materials and knowledge that I acquired during the regional course."
- "The reasons were many: it would provide professional training for me personally; enable me to be more efficient in my work; give me the opportunity to share with other colleagues of Latin America; help me to develop and implement education projects and the formulation of education policies in my country; update my practical and theoretical knowledge; enrich and extend my culture and power to compare different educational

contexts; to know and be able to apply new tools of work that allow me to be more scientific and up to date in my approach; to be a multiplying agent in my country as a learned fellow of IIPE"

Usefulness and Quality of Training

How useful was the IIPE training to the work you have done subsequently?
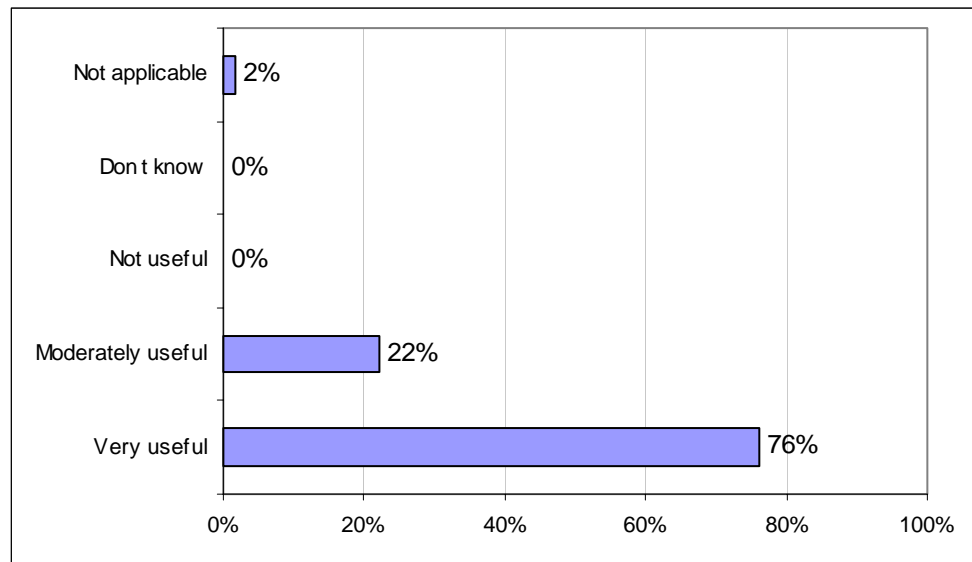
Total Respondents = 63

What aspects of training have been most useful?

Respondents were very positive about the training and many regarded all aspects of the course as useful. Many specific modules were mentioned as being particularly relevant, including strategic planning, comparative analysis of Latin American education systems, diagnosis of education systems, policy development and evaluation, simulation models of educative policies, financing of education etc. In addition, aspects of the training environment, including the high quality of teaching and the opportunity to share perspectives with other countries, were mentioned. The following quote sums up the feedback nicely:

- "In general, all the aspects have been useful: in conceptual terms (approaches, theories, models); as well as the realities of other countries from a comparative perspective; from a practitioners perspective (tools to solve different aspects of work in education administration); and of competencies (e.g. presentation, diplomacy, policy development etc)."

What aspects of training have been least useful?

Most respondents reinforced that all aspects of the training were useful. However, some singled out particular aspects of training as being of less relevance to their particular situation (e.g. statistical analysis, financing of education). There were very few comments that could be construed as criticism of course content or teaching.

How would you rate the quality of teaching overall?
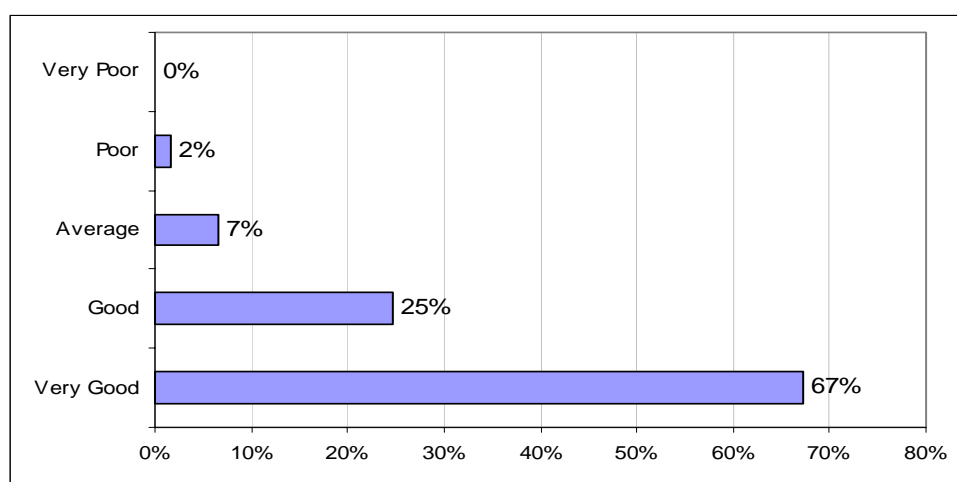
Total Respondents = 61

Would you recommend IIPE training to others?
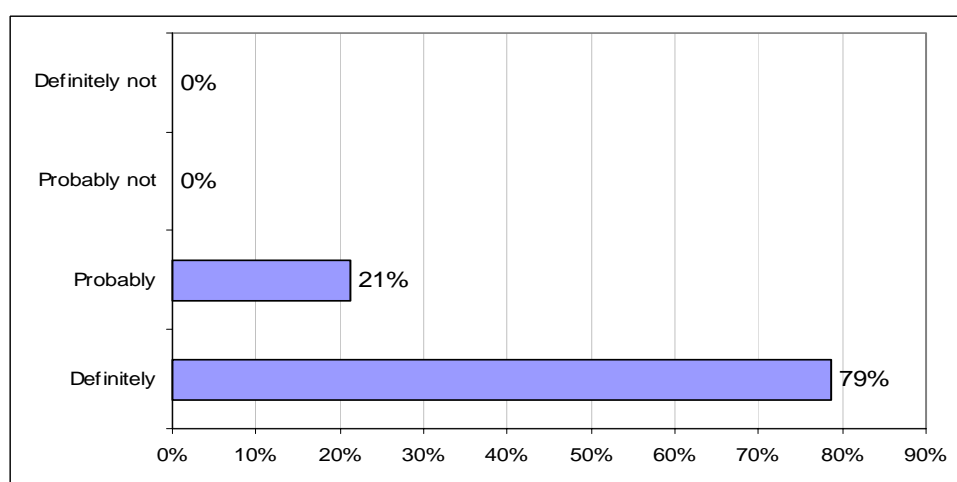
Total Respondents = 61

Please explain your answer to the previous question:

In general the comments were very positive. Some also noted that the national education systems in Latin American countries do not make this type of training available. A selection of 'typical' responses is included below:

- "Yes, because the training given by IIPE is positively influencing the preparation and training of professionals of educative planning."

- "I have already recommended it several times. The training that IIPE offers is very important for the people that are involved in public educative administration, as much as for those who are academic (they investigate or they teach on these subjects) because it offers knowledge on a very complete comparative approach. In most of the education systems, at least in my country, the educational realities of other countries is not contemplated systematically (that is to say, disciplines are not necessarily informed by international pedagogy). To approach educational policy from a comparative perspective

that takes account of the realities of different countries … is fundamental to complete the formation."

- "Definitely, because the teaching level is very good, the curriculum very complete, attention of the teaching staff very close and the atmosphere collegial. Everything about the experience is wonderful."

Effects of Training

What positive effect has your participation in IIPE training had on:
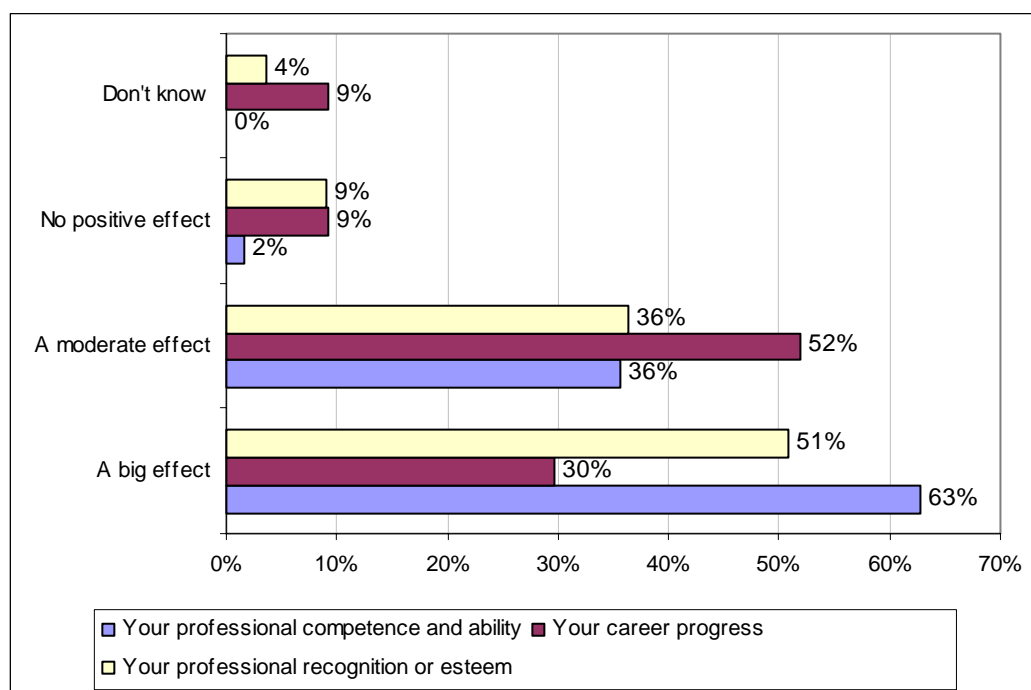
Total Respondents: Competence and ability (59), Career progress (54), Recognition and esteem (55)

How has IIPE training affected your professional competency?

The many responses to this question conveyed universally positive effects from the training. Examples of the impacts of training include:

- Broadening of perspective and the frame for analysis of educational policy issues (e.g. "better appreciation of the problems and challenges of educative policy);

- Increased knowledge, skills and confidence, which led to better decisions;

- Increased effectiveness and efficiency in carrying out professional duties;

- Sought after to participate and contribute to important education reform projects; and

- Able to access networks of colleagues throughout Latin America.

Example responses include:

- "[The regional course] had a radical effect, in a positive sense. With the base knowledge acquired, I have had the opportunity to participate actively in the processes of curricula reform for training of administrators of education in [my country]."

- "The IIPE has been very important in the development of my professionalism. It continues to do so through the contact IIPE maintains with scholarship holders via email, through publishing the results of investigations and data on its web site."

Have you been promoted since completing IIPE training?
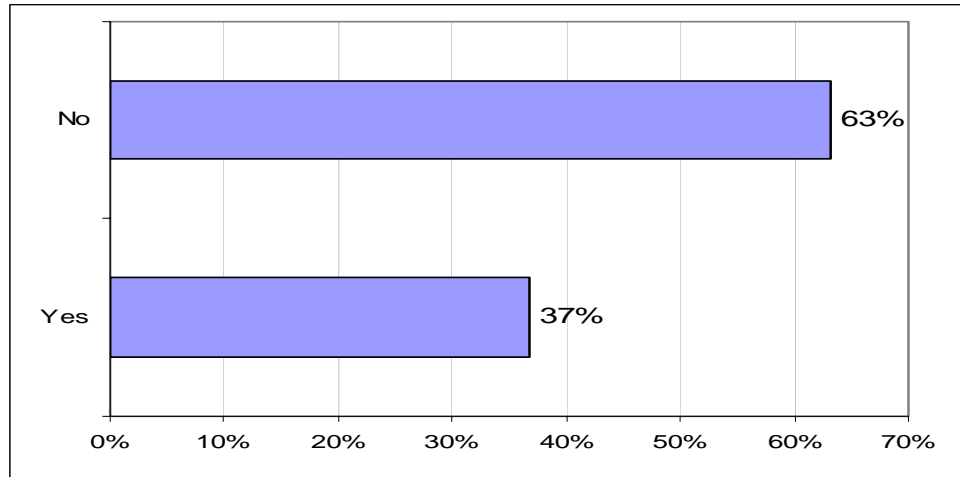
Total Respondents = 57

To what extent did IIPE training contribute to you being promoted?
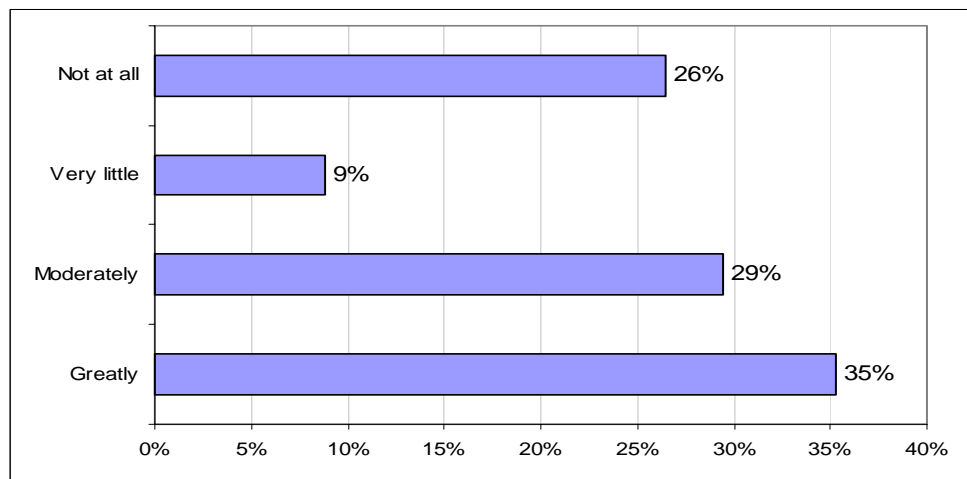
Total Respondents = 34 (i.e. those that were promoted only)

In what way has your role changed since undertaking IIPE training?
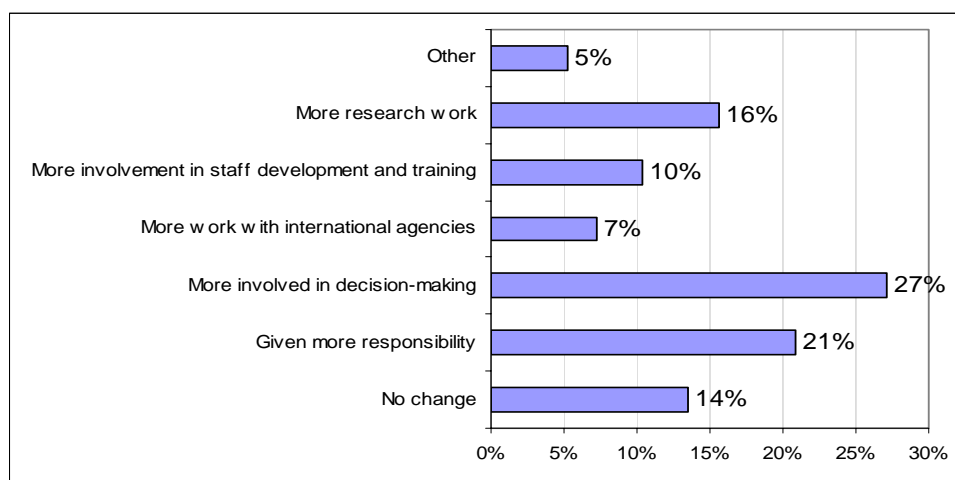
Total Respondents = 53

How has your country benefited from IIPE training (of you and others)?

Former trainees are much less sanguine about the wider impact of IIPE on their countries beyond their own personal and professional development. Some former trainees considered that the benefits have been significant, predominantly due to the positive impact that trainees have had in their personal capacity, but out of recognition that in some countries there is a growing number of experienced planners and managers working in the field of education. Also, a number of former trainees have been involved in further training of educational administrators.

However, an alternative view has also been expressed that IIPE's impact at country level has been very limited. A number of respondents expressed frustration that the knowledge and skills that they learned at IIPE had not been as effectively utilised as they could have been when they returned to their country. Some also indicated that national Ministries of Education do not place sufficient importance on capacity building and think that IIPE could have a much bigger impact if it had a broader base of support among Ministries of Education though-out the Latin American region.

Examples of comments that sum up the two alternative perspectives include:
- "[My country has benefited] by means of the IIPE research, the colleagues that have attended the regional course like I, and the application of knowledge in the different projects that we have progressed and that we are working ceaselessly to apply in the future."
- "[My country] has benefited, I am sure, with the work of IIPE in providing training events."
- "It has been beneficial because there are several companions who have participated in the course and it has helped greatly in the taking of decisions."

- "The training that IIPE offers allows the countries to apply models and comparative tools (e.g. the development of indicators from which, for example, important diagnoses of the educative systems in DAKAR could be obtained). It facilitates the interchange not only by this conceptual contribution, but also through the provision of a systematic approach and perspective for analysing problems of education, and its promotion of different routes of solution for different realities. The IIPE maintains contact with civil employees and specialists working in the area, promoting interchange."

- "It seems to me that the benefit occurs – in my case – through my contribution to the training of other professionals."

- "With a positive impact since there is a good number of people with better understanding of the existing problems in educative system"

- "[It has] fortified the technical capacity of the personnel who toil in the educative institutions in the different territorial levels: national, departmental, municipal and educative centres."

- "[My country] has benefited little. Almost all of the scholarship holders of the IIPE from my country remain in their same position, except for some. I really consider that my country gives very few opportunities so that the ones that were granted a scholarship can apply the learning and for that reason there is very little benefit. It is not that the scholars do not want to apply [their learning], but that there are few opportunities. It is important that UNESCO convince the Ministries of Education that the scholars be given opportunities to apply their learning so that, over time, the situation of the country in relation to education can greatly improve."

- "I believe that it has not benefited since my employer was never interested in our training and our possibilities of contribution to the development of education policies, although we have insisted and been opposed to the authorities. The benefit has been personal."

- "I would say much less than what potentially it could do. There has been from the Ministry of Education no interest to disseminate the training that the IIPE scholarship holders acquired (in the Chilean case, already for some years there has been no participation from Chile in the Regional Course in Buenos Aires). The effect in the professional promotion of the ex-scholarship holders is not visible either: according to my information, most of them remain in the same position as before the Course and, where they have changed, the moves have been horizontal or for reasons 'non-attributable' to the training of IIPE."

Post-Training Activity

Are you or your organisation involved in training others in the methods and techniques of educational planning and management?
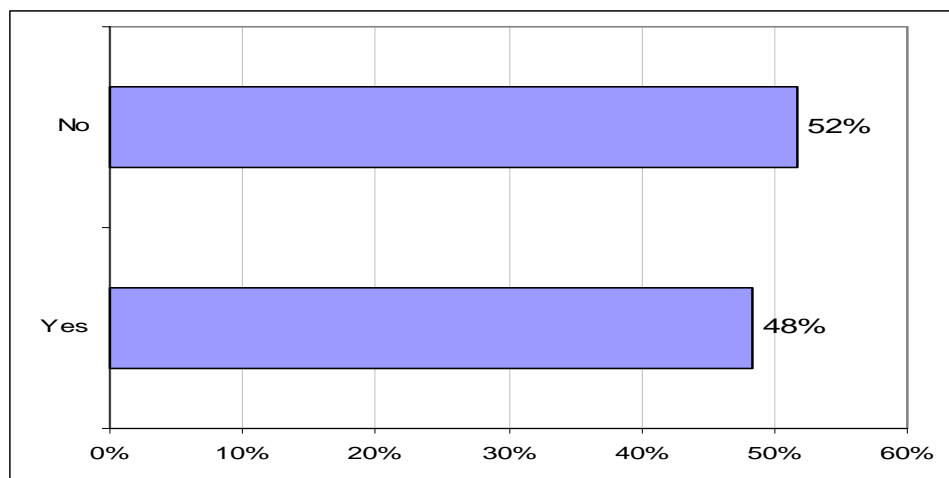
Total Respondents = 58

How many people have you or your organisation trained?
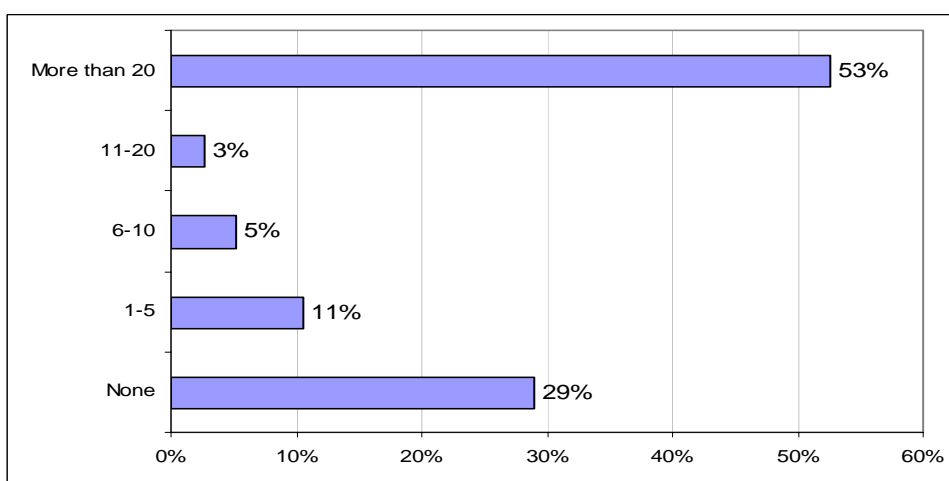
Total Respondents = 38 (i.e. those that were involved in training only)

Since completing your IIPE training, how much contact have you had with:
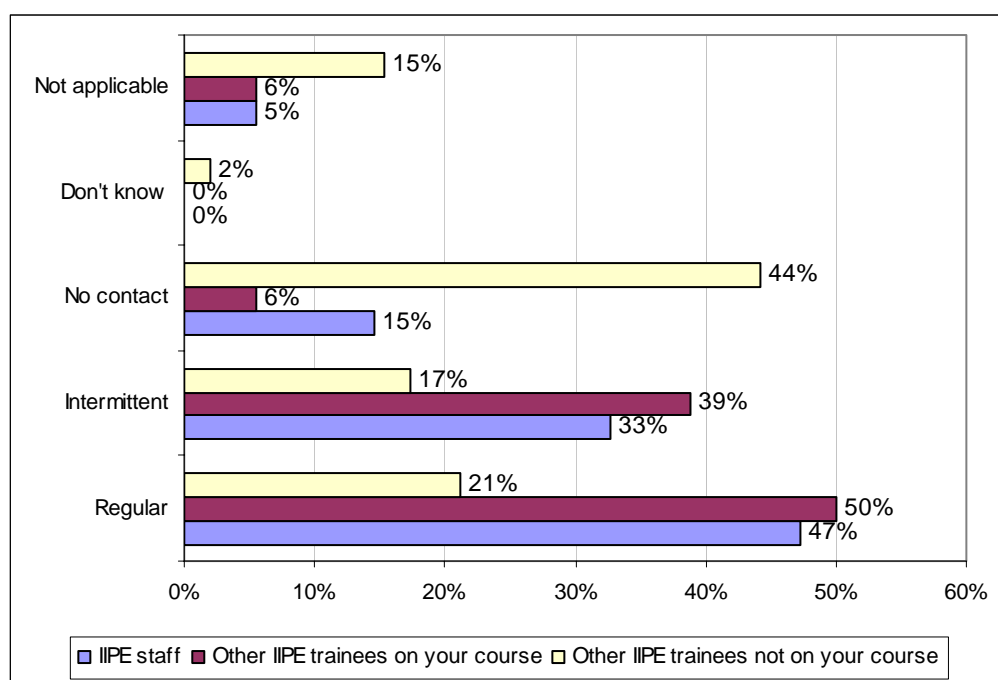
Total Respondents: IIPE staff (55), Other IIPE trainees on your course (54), Other IIPE trainees not on your course (52)

What is the nature of your contact with IIEP Staff

Many respondents maintained fairly regular contact with staff and the Institute, which ranged from receipt of email newsletters, to personal correspondence (including support with country-level research), notification of seminars and conferences organised by IIPE, participation in discussion forums and collaboration (e.g. co-organisation of training of managers of provincial Ministries of Education).

What is the nature of your contact with IIEP Staff

Most respondents also appear to maintain reasonably close links with the colleagues from other countries with whom they studies. Most of this contact is conducted by email but also face-to-face contact from time to time. Many trainees spoke of forming both social friendships as well as professional relationships. Professionally, many commented that they used these networks to exchange information and experiences and to provide support.

How useful is the "IIPE Virtual" training tool?

Bar chart showing responses:
- Not applicable: 5%
- Don t know: 20%
- Note useful: 2%
- Moderately useful: 27%
- Very useful: 46%
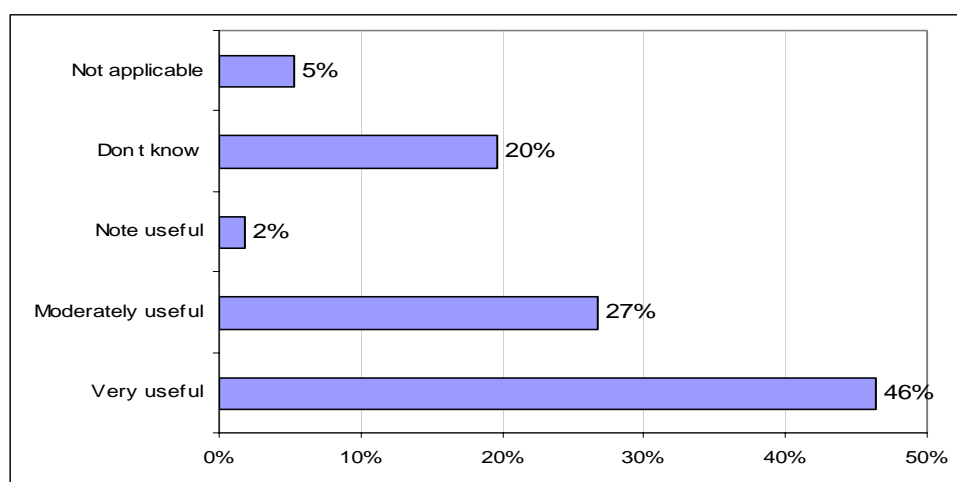
Total Respondents = 56

Are there any other comments about IIPE you wish to make?

The following are some examples of responses:

- "IIPE needs to make use of greater information of other Latin American realities and not only centred on the perspectives and experience from four or five countries."
- "IIPE should bring together all ex-scholarship holders to enable it to evaluate the results of the investments that it has made"
- "I believe that IIPE is a very important institution for the educative development in the Latin American countries"
- "The educational researchers of IIPE Buenos Aires are of first level and constitute the main strength of the supply of training"
- "I desire to put on record the utility of these courses in terms of personal and professional growth, and wish that the a greater number of scholarship holders could be provide to enable more instruction to be supplied by this institution"
- "I suggest a review of the training plan, to align it with the present demands of educative policy. Also, it is necessary "to internationalize" the educational staff because it surely will reinforce the international character of the Course. The connection with the Advanced Course of IIPE Paris must become serious. At the time that I studied on the Course …, IIPE Buenos Aires did not seem to count on the tools nor resources to guarantee the continuity of the best scholarship holders to the Advanced Course."

ARTICLE I – ESTABLISHMENT OF THE INSTITUTE

An International Institute for Educational Planning (hereinafter termed 'the Institute') is hereby established within the framework of the United Nations Educational, Scientific and Cultural Organization.

ARTICLE II – AIMS AND FUNCTIONS

The purpose of the Institute is to promote instruction and research on educational planning in relation to economic and social development.

To realize this purpose, the Institute will:

(a) provide instruction, by organizing in-service training courses, seminars and symposia, for senior civil servants, educational planners and economists or experts attached to institutions responsible for the promotion of social and economic development;

(b) endeavour to co-ordinate existing knowledge and experience gained on this subject, and to promote research into new concepts and methods of educational planning likely to further economic and social development.

ARTICLE III – GOVERNING BOARD MEMBERSHIP

1. The Institute shall be administered by a Governing Board (hereinafter called 'The Board'), consisting of twelve members chosen for their competence and sitting in a personal capacity. The members shall be designated or elected in the following way:

(a) One member designated for a period of three years by the Secretary-General of the United Nations;

(b) One member designated for a period of three years by the President of the International Bank for Reconstruction and Development;

(c) One member designated, for a period of three years, in turn and in the following order by:
   ▪ the Director-General of the Food and Agriculture Organization of the United Nations;
   ▪ the Director-General of the World Health Organization,
   ▪ the Director-General of the International Labour Organization;

(d) One member appointed, for a period of three years, in turn and in the following order by the directors of the three regional institutes for economic planning established by:
   ▪ the United Nations Economic Commission for Asia and the Far East;

- the United Nations Economic Commission for Africa; and
- the United Nations Economic Commission for Latin America;

(e) Three educators recognized for their contribution in the field of human resource development;

(f) Four members elected from among educators, economists and other specialists, one of whom shall be from each of Latin America, Asia, Africa and the Arab States, who have made contributions in the field of human resource development;

(g) The members referred to in sub-paragraphs (e) and (f) shall be elected for a period of four years, in accordance with the provisions of paragraph 2 of the present Article. They shall be immediately eligible for a second term but shall not serve consecutively for more than two terms;

(h) A chairman elected from among educators, economists and other specialists of international repute in the field of human resource development. He shall hold office for five years, and shall be immediately eligible for a second term but shall not serve consecutively for more than two terms. If, however, the chairman is elected from among the members of the Board, his total period of consecutive service on the Board shall not exceed the maximum period during which he could have served consecutively as chairman and, if necessary, his term of office as chairman shall be reduced by the time required to implement this provision.

2. Subject to the provisions of paragraph 4 of the present Article, the members of the Board mentioned in sub-paragraphs (e), (f) and (h) shall be elected by the Board as a whole.

3. The organizations and institutes mentioned in paragraph 1 above may be represented at the Board's sessions and participate in the Board's deliberations without the right to vote.

Transitional Provisions

4. (a) The term of office of the members of the Board mentioned in sub-paragraphs (a), (b) and (c) of paragraph 1 of Article III of the Institute's Statutes, as adopted by the General Conference at its twelfth session, shall expire on the date of the entry into force of the present revised Statutes. Subsequently, the members mentioned in sub-paragraphs (a), (b), (c) and (d) of paragraph 1 of Article III of the present revised Statutes shall be designated in accordance with the provisions of the said sub-paragraphs.

(b) The term of office of the members of the Board mentioned in sub-paragraphs (d), (e) and (f) of paragraph 1 of Article III of the Statutes of the Institute, as adopted by the General Conference at its twelfth session shall continue for the period stipulated in those Statutes. Subsequently the members mentioned in sub-paragraphs (e), (f) and (h) of paragraph 1 of Article III of the present revised Statutes shall be elected in accordance with paragraph 2 of the said Article.

ARTICLE IV – FUNCTIONS

1. The Board shall determine the general policy and the nature of the Institute's activities within the framework of the general policy of UNESCO, with due regard to the obligations resulting from the fact that the Institute has been established within the framework of UNESCO.

2. It shall decide how the funds available for the operation of the Institute are to be used, in accordance with the provisions of article VIII, and shall adopt the budget. The budget ceiling shall not exceed the total sum available, including contributions and subventions paid to the Institute under formal agreement for the relevant financial year.

3. The Board shall lay down the conditions for the admission of participants to the Institute's courses and meetings. It shall make whatever general arrangements it may deem necessary for the establishment and execution of the programme of the Institute.

4. The Board shall be consulted as to the appointment of the senior officials of the Institute and shall make recommendations to the Director-General of UNESCO as to the appointment of the Director.

5. The Board shall submit a report on the Institute's activities to each of the ordinary sessions of the General Conference of UNESCO.

ARTICLE V – PROCEDURE

1. The Board shall meet in ordinary session once a year. It may meet in extraordinary session when convened by its Chairman, either on his own initiative or at the request of four of its members.

2. The Board shall adopt its own Rules of Procedure.

3. The Board shall set up an Executive Committee consisting of the Chairman of the Board and four members elected in accordance with the provisions of the Board's Rules of Procedure. Between the sessions of the Board, the Executive Committee shall perform the functions assigned to it by the Board.

ARTICLE VI – THE DIRECTOR

1. The Director of the Institute shall be appointed by the Director-General of the United Nations Educational, Scientific and Cultural Organization on the recommendation of the Governing Board.

2. The Director shall be responsible for the administration of the Institute.

3. He shall prepare its draft programme of work and budget estimates and shall submit them to the Board for approval.

4. Subject to the latter's approval, he shall draw up detailed plans for teaching and research, and shall direct their execution.

ARTICLE VII – THE STAFF

1. The Director and members of the staff of the Institute shall be regarded as officials of UNESCO within the meaning of Article VI, Section 18 of the Convention on the Privileges and Immunities of the Specialized Agencies.

2. The working hours for specialized staff members of the Institute, and in particular its teaching staff, shall be so calculated as to enable them to devote sufficient time to a study of problems arising in the field of educational and economic planning.

3. Members of the Institute's specialized staff may be authorized, under conditions to be laid down by the Director, to take part in research and planning, or in surveys organized by other international institutions or by governments on questions which fall within the Institute's field of competence. In no case, however, may the loan of the services of a staff member of the Institute entail interruption or serious delay in the instruction provided by the Institute.

ARTICLE VIII – FINANCE

1. The funds set aside for the operation of the Institute shall consist of the annual allocation determined by the General Conference of the United Nations Educational, Scientific and Cultural Organization, of such subventions, gifts and bequests as are allocated to it by other United Nations agencies, governments, public or private organizations, associations or individuals, and of fees collected for special purposes.

2. Funds allocated for the operation of the Institute shall be paid into a special account to be set up by the Director-General of the United Nations Educational, Scientific and Cultural Organization, in accordance with the relevant provisions of the Organization's Financial Regulations. This special account shall be operated and the Institute's budget administered in accordance with the above-mentioned provisions.

3. Upon termination of the life of the Institute its assets shall be vested in UNESCO.

MARTIN JENKINS
ASSOCIATES

ARTICLE XI – TRANSITIONAL PROVISIONS

1. The Director-General of the United Nations Educational, Scientific and Cultural Organization shall make all necessary arrangements for the Institute's entry into operation and for the establishment of its Governing Board. For this purpose, pending the adoption of the Institute's first annual budget, the Director-General shall incur the necessary expenditure from funds voted by the General Conference.

2. Notwithstanding the provisions of articles IV and VI, the Director-General of the United Nations Educational, Scientific and Cultural Organization shall appoint the first Director and, in agreement with the latter, appoint the first senior officials of the Institute without consulting the Governing Board.

INCOME	2000	2001	2002	2003	2004
UNESCO Financial Allocation	2,298,999	2,180,039	2,550,000	2,550,000	2,550,000
Voluntary Contributions					
Argentina	-	-	109,069	165,828	171,536
Denmark	190,652	184,250	145,308	145,792	164,858
Finland	290,957	-	-	208,768	-
France	-	-	-	-	-
Iceland	3,097	2,427	2,703	3,071	-
India	-	19,894	10,083	10,238	9,767
Ireland	14,267	215,942	222,089	278,814	336,633
Netherlands	-	-	-	-	1,326,260
Norway	1,565,121	1,825,587	1,999,412	1,908,817	2,121,624
Sweden	476,411	488,913	501,036	1,209,891	913,229
Switzerland	225,440	209,073	249,713	277,446	292,572
Total Voluntary Contributions	2,765,945	2,946,086	3,239,413	4,208,665	5,336,479
Other Contributions					
World Bank(DGF)	-	-	1,400,000	1,420,000	1,000,000
United Kingdom(DFID)	-	-	728,675	-	898,216
Total Other Contributions	-	-	2,128,675	1,420,000	1,898,216
Government Contracts					
Bahrain	-	-	-	-	72,737
Brazil	-	-	3,000	-	25,406
Brunei	-	-	-	-	-
Canada(CIDA)	-	-	-	-	74,610
Cameroon	-	-	-	-	-
Columbia	-	27,892	-	-	-
Denmark	-	-	86,259	68,738	116,467
Dominican Republic	33,195	34,775	5,340	55,061	65,601
Finland	-	-	-	-	-
France	65,273	179,109	44,058	16,252	98,859
Germany	-	-	33,697	61,772	69,206
Grenada	-	-	-	-	-
Italy	-	-	441,618	-	-
Japan(JICA)	-	-	-	-	3,000
Luxembourg	-	-	9,651	9,817	8,550
Mauritius	-	-	-	-	-
Ministry of Education - Argentina	339,279	1,018,437	-	56,849	92,177
Ministry of Education - Ivory Coast	-	-	-	12,105	-
Ministry of Education - Republic of Salvador	-	-	13,000	-	-
Ministry of Education - Buenos Aires Province	22,044	-	-	-	102,537
Ministry of Education - San Luis Province	442,614	188,852	-	-	-
Ministry of Foreign Affairs (DANIDA)	-	30,470	-	-	-
Municipality of Buenos Aires	-	50,100	79,146	103,700	-
Netherlands (including SACMEQ)	177,353	165,428	365,718	263,506	384,901
Netherlands Antilles	-	-	-	-	-
Nordic Council of Ministers	-	17,878	-	-	-
Paraguay	-	-	-	-	2,012
Tunisia	257	-	-	-	-
United Kingdom	25,499	-	-	17,863	25,840
United States Department	-	255,000	100,000	-	-
Uruguay (MEMPOD)	-	-	-	6,000	-
Total Government Contracts	**1,105,514**	**1,967,941**	**1,181,487**	**671,663**	**1,141,903**

Other Contracts	2000	2001	2002	2003	2004
African Bank Development	-	114,735	191,224	110,949	76,253
Agence Internationale de Francophone	-	-	56,351	-	-
ANECA	-	-	-	-	3,899
Centre of Studies and Research for International Development (CEDRI)	-	-	-	-	2,871
Commission Economique Europeenne (CEE)	-	8,974	37,365	55,593	-
Colegio Puebla	-	-	-	11,250	16,950
Conference Episcopale Italienne	26,133	-	-	-	-
Cordoba University	-	8,409	-	-	-
Education Development Center	-	-	7,839	-	-
Eduplus (Canada)	-	-	-	-	-
Emergency Assistance Santa Fe	-	-	-	25,993	17,007
European Centre for Strategic Management of Universities (ESMU)	-	21,062	-	-	-
European Training Foundation	-	-	-	-	-
European Commission	-	-	-	-	50,873
EUEREK	-	-	-	-	65,745
Faculty of Socail Sciences of Latin America(FLACSO)	14,117	-	-	-	-
FNC Interpretation	-	-	-	-	3,596
Ford Foundation	-	380,000	99,000	189,000	117,500
Foundation ANTORCHAS	-	-	1,385	1,613	-
Foundation Bercelo	-	-	9,817	-	-
Foundation Carolina	-	-	-	-	676
Foundation Chile	31,158	17,280	-	-	-
Foundation Ecuador	-	-	-	-	5,250
Foundation GOIANA-Brasil	-	15,000	-	-	-
Foundation OSDE	-	-	4,986	-	4,252
Foundation YPF	-	-	3,966	-	-
Food and Agriculture Organisation (FAO)	26,761	26,762	82,540	60,000	121,700
FUNDES Argentina	30,060	14,028	-	-	-
German Foundation for International Development (DSE)	-	-	-	-	-
German Organisation for Technical Cooperation (GTZ)	-	-	-	-	-
Harvard University	-	-	-	-	11,680
International Bureau of Education	19,950	36,072	22,628	28,795	24,355
International Development Bank	-	-	92,500	-	-
Inter-American Development Bank	-	-	-	125,590	23,810
International Institute for Educational Planning (IIEP)	-	-	-	54,507	173,998
InWEnt Capacity Building International	-	-	-	-	-
Kellogg Foundation	8,500	273,000	459,000	886,550	-
Konrad Adenauer Foundation	-	-	-	-	1,973
Minetti Foundation	17,376	-	-	-	-
National Administration for Public Education (ANEP)	-	72,572	-	-	-
National Commission for Evaluation and Accreditation University (CONEAU)	9,619	-	445	724	-
Network Educational Science (NESA)	-	-	-	-	-
Organisation of American States (OEA)	6,513	7,000	13,850	2,188	1,300
Organisation of Ibero-American States (OEI)	-	21,543	17,576	43,115	-
Pan-American Health Organisation (OPS)	-	-	5,000	-	-
PNUD	-	-	-	19,891	-
Plan International	-	-	24,989	-	150,443
SEP	-	-	-	46,500	34,980
Swedish International Development Agency (SIDA)	79,195	204,303	405,425	320,754	345,098
Training of Capacity Building for the Education Sector (PROFOR)	6,012	41,082	12,465	15,847	18,333
UNAIDS	-	189,628	-	109,436	80,406
UNESCO	-	-	-	-	-
UNESCO Brasilia Office	-	52,500	27,596	-	30,000
UNESCO Cairo Office	-	-	-	-	8,000
UNESCO Guatemala Office	-	-	-	-	2,703
UNESCO Peru Office	-	-	4,949	-	-
UNESCO Quito Office	-	-	-	7,939	1,965
UNESCOS antiagode Chile Office	-	-	-	-	4,500
United Nations Childrens Fund (UNICEF)	30,644	-	13,983	15,305	-
Universite du Tourisme	11,660	-	-	-	-
USAID	-	-	-	-	-
World Bank	19,553	263,685	340,443	56,125	290,512
Zamorano University	-	-	-	-	9,500
Total Other Contracts	**337,251**	**1,767,635**	**1,935,322**	**2,187,664**	**1,700,128**

MARTIN JENKINS
ASSOCIATES

	2000	2001	2002	2003	2004
Contract with the French Government for the IIEP Building	-	-	-	131,971	140,737
Total Contributions and Contracts	6,507,709	8,861,701	11,034,897	11,169,963	12,767,463
					-
Other Income					
Recovery of staff costs and reimbursement of other services	528,457	568,453	158,258	442,640	321,257
Sale of publications	20,134	20,809	24,033	3,847	19,717
Bank interest	200,833	87,097	98,717	62,821	37,789
Gain on disposal of marketable securities	-	72,520	14,044	23,266	30,894
Currency exchange adjustments	(524,039)	92,705	292,762	744,626	129,099
Other	-	116,655	-	7,034	58,104
Total Other Income	225,385	958,239	587,814	1,284,234	596,860
TOTALINCOME	6,733,094	9,819,940	11,622,711	12,454,197	13,364,323
LESSEXPENDITURE					
Programme operations and services					
Training	1,769,811	1,376,341	1,606,104	2,514,402	2,084,468
Major research themes	1,007,865	985,290	1,868,952	2,065,391	1,422,260
Services to member states	3,399,390	5,224,821	4,262,900	5,833,414	5,823,406
Networks and cooperation	119,325	80,709	467,486	957,551	2,344,254
Total Programme operations and services	6,296,392	7,667,161	8,205,443	11,370,758	11,674,388
Governing Board and General Administration					
Governing Board	109,378	103,984	117,437	275,855	202,364
General administration	925,331	999,590	1,546,327	1,378,715	1,341,271
Total Governing Board and General Administration	1,034,710	1,103,574	1,663,764	1,654,570	1,543,635
TOTALEXPENDITURE	7,331,102	8,770,735	9,869,207	13,025,328	13,218,023
EXCESS (SHORTFALL) OF INCOME OVER EXPENDITURE	(598,008)	1,049,205	1,753,504	(571,131)	146,300

MARTIN JENKINS
ASSOCIATES

Course/Workshop Title	Location	Year
Workshop on reforming school supervision for quality improvement	Malaysia	1999/00
Course on Educational Management Information Systems (EMIS)	Burkina Faso	1999/00
Workshop on preparing the start of the new school year (with UNDP and Lebanon's CRDP)	Lebanon	1999/00
Course on school mapping and micro-planning	Argentina	1999/00
Workshop on quantitative research methods for planning the quality of education (with NIEPA)	India	1999/00
Workshop on modern approaches to survey sampling for large-scale studies of the quality of education	Vietnam	1999/00
Courses on costs, financing and budgetary procedures in education		1999/00
- sub-regional course for French-speaking African countries	Cote d'Ivoire	1999/00
- sub-regional course for English-speaking African countries	Mauritius	1999/00
- sub-regional course for Central Asian countries and Mongolia	Kazakhstan	1999/00
Courses on institutional management in higher education		
- IIEP-Galilee College International workshop	Israel	1999/00
- IIEP-RIHED workshop for South-East Asian and Pacific Countries	Thailand	1999/00
- Workshop on strategic resources management in higher education for Southern African countries	Zimbabwe	1999/00
- Sent a resource person to workshop for Russian universities	Russia	1999/00
Course on teacher management for French-speaking Africa	Togo	1999/00
Course on the management, supervision and evaluation of projects for development in education and training	Cote d'Ivoire	1999/00
Second year of four-year programme to train the personnel of the primary education system of the Province of San Luis	Argentina	1999/00
Development of a training plan for principals and supervisors of the education system of the Province of Buenos Aires	Argentina	1999/00
Workshop on reforming school supervision for quality improvement	Grenada	2000/01
Workshop on reforming school supervision for quality improvement	Mexico	2000/01

Course/Workshop Title	Location	Year
Sub-regional course on EMIS	Thailand	2000/01
Course on EMIS	Mali	2000/01
Course on Information Systems for Teacher Management	Mali	2000/01
Workshop on education-related statistics for journalists specialised in education (with ADEA, NESIS)	Senegal	2000/01
Workshop on the use of the educational map in educational planning (with ISESCO)	Jordan	2000/01
Workshop on computer-based data processing for the preparation of SACMEQ II National Education Policy Reports	Seychelles	2000/01
Supplementary training in computer-based data preparation for 'new countries' involved in SACMEQ II	Distance	2000/01
Course on the planning and management of technical and vocational education	Mozambique	2000/01
Sub-regional training course for East Asian Countries	Philippines	2000/01
Sub-regional training course for senior officials in South Asian countries	Nepal	2000/01
Summer school: financing of education and roles of families and communities	IIEP Paris	2000/01
Workshop on institutional management in Latin America and the Caribbean (with IESALC and University of West Indies)	Jamaica	2000/01
Workshop on institutional management in higher education for Central Asia	Kazakhstan	2000/01
Workshop on strategic resource management in higher education for senior officials of higher education institutes	Jordan	2000/01
Course on education sector diagnosis (with support from UNESCO Lima)	Peru	2000/01
Course on education management in States of Goias, Ceara and Santa Catarina (with UNESCO Brazil)	Brazil	2000/01
Training of human resources for the Learning Community programme (Kellogg Foundation)	Various	2000/01
Training of journalists	Colombia	2000/01
Training program for political leaders in Argentina	Argentina	2000/01
Cooperation with the National University of Cordoba for Regional Government officials	Argentina	2000/01
Workshop for the members of the centralised and decentralised Boards of Education in Uruguay	Uruguay	2000/01
Educational planning and management training for Plan International officers	IIEP Paris	2001/02
Capacity building for the use of indicators in educational planning	Senegal	2001/02
Exploitation and utilisation of data for decision-making in Cameroon	Cameroon	2001/02
Institutional planning in higher education for Anglophone Africa	Uganda	2001/02
Policy forum on private higher education	Tbilisi, Georgia	2001/02

Course/Workshop Title	Location	Year
Strategic financial management in higher education for Nordic countries and Baltic States	Riga, Latvia	2001/02
Education sector analysis	IIEP Paris	2001/02
Summer school: Towards operational management - evaluation of educational projects	IIEP Paris	2001/02
DESS: Expertise and co-operation in education and training (through Sorbonne University)	IIEP Paris	2001/02
Reforming school supervision for quality improvement	Mexico	2001/02
Capacity building for the use of indicators in educational planning	Caribbean	2001/02
Training of human resources for the Learning Community Program (IIEP - Kellogg Foundation)	6 locations in Latin America	2001/02
Indicators	Gabon	2002/03
Workshop on developing qualitative indicators	Saint Lucia	2002/03
New dimensions of non-formal education and literacy policies	IIEP - Paris	2002/03
Education statistics	IIEP - Paris	2002/03
Reforming school supervision for quality improvement	Lesotho	2002/03
Strategic resource management in higher education for Africa	Uganda	2002/03
Management of university-enterprise relations in the Caribbean region	Trinidad	2002/03
Management and evaluation of TVE systems and projects in South-East Asia Workshop 1	Laos	2002/03
Management and evaluation of TVE systems and projects in South-East Asia Workshop 2	Thailand	2002/03
Educational costs, finance and budgeting in English-speaking Caribbean Countries	Trinidad	2002/03
Post-Conflict Reconstruction in the Education Sector (Summer School)	IIEP Paris	2002/03
Continuing education programme for journalists	Peru	2002/03
Education in diversity - Education and challenge of bilingual intercultural education	Mexico	2002/03
Workshop on reforming school supervision for quality improvement	Maseru	2003/04
Programme for supervisors in educational policy and management update	IIEP BA	2003/04
Seminar on current educational problems for high-ranking officials from the Ministries of Education of Argentina	Argentina	2003/04
Policy forum on private higher education in Africa	Ghana	2003/04
Management of University-Enterprise Partnerships and Income Generated Activities in Southern Asia	Distance	2003/04
Institutional Management in Higher Education	Uganda	2003/04

Course/Workshop Title	Location	Year
Management of Higher Education Institutions	Timor Leste	2003/04
Training course on educational costs, finance and budgets for Southern Africa	Johannesburg	2003/04
Educational costs, finance and budgets	Sudan and Timor Leste	2003/04
Sample Design for Large-Scale Studies of the Quality of Education	Accra	2003/04
Computer Based Data Management for Large-Scale Studies of the Quality of Education	Hanoi	2003/04
Design and Implementation of Information Systems for Educational Management	Dakar	2003/04
Building the capacities of the Agence Universitaire de la Francophonie (AUF)	AUF	2003/04
Summer School 2004 - Planning and management of education in emergencies and post-conflict resolution	IIEP Paris	2003/04
Planning and management of education in emergencies and post-conflict reconstruction	Luanda and Monrovia	2003/04
Transparency and accountability in education	Central Asia	2003/04
International course on Public Expenditure Tracking Surveys (PETS)	Phnom Penh	2003/04

Funding Agencies	1999/ 2000	2000/ 2001	2001/ 2002	2002/ 2003	2003/ 2004	2004/ 2005	2005/ 2006
UNESCO PP	6	5	1	3	5	8	1
UNESCO FIT Germany	8						
UNESCO FIT Italy							
UNESCO FIT Japan		5	5	6	6		3
UNESCO FIT Portugal						1	
World Bank	4	5	5	4	3	5	1
UNESCO DES/MOE							1
UNESCO CDN							1
UNESCO Spec. funding/proj						2	1
Sida	2		1				
DANIDA	2	3	1				
Austrian Gvt	3	1	3	3	3	3	3
UNDP	2	2					
EU					1		
French Tech Assistance		2		1	2	1	
National governments *	3	4	3	6	2	2	10
NGOs (New humanity)							
ODA (GB)							
NORAD/UNICEF							
NORAD		1					
USAID	2	2	2				
Bureau regional Beirut	2						
Regional Office PROAP			1				
KELLOGGS Foundation	1						
JICA Japan	1		1	1			
BAD		2	2			1	
Asian Development Bank				1			
French Ministry Foreign Affairs			10	1			
Francophonie		8	3		1		3
GTZ		1			1		1
GTZ/BAD/IDB/AFD				1	1	1	1
UNICEF		1				2	3
Flanders				3	6	1	
Ford Foundation					1	2	1
SOCOFEP/CDN							1
Personal funds				1		1	1
TOTAL	**36**	**42**	**38**	**31**	**32**	**30**	**32**

* These funds include those provided by National Governments, as well as those mobilized by National Authorities through bilateral and international agencies, such as World Bank, etc.