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Organización
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Review of the International Bureau for Education (IBE)

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Review of the International Bureau of Education (IBE)

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Introduction

The present review aims to assess specific key aspects of IBE's performance and achievements within the context of the implementation of the overall strategy for Category I Institutes and Centres.¹ More specifically, the review covers the following dimensions: IBE's mandate and relevance, the results achieved, collaboration and interaction with partners within the UNESCO system and beyond, management and governance mechanisms, and sustainability (including budgetary and staffing issues). It will feed into a summary report on all ED Category I Institutes, intended to inform the Education Sector's decision-making process to strengthen the overall framework for cooperation with (and among) the Institutes as well as the strategic allocation of resources and capacities. Given the limited scope and resources the review is based on a relatively light data collection approach compared to the previous evaluation in 2005/2006. Findings are evidence based and developed by ensuring triangulation between observation, interview data and documentary evidence.²

The International Bureau of Education (IBE)

IBE, the UNESCO International Bureau of Education was founded as an NGO in 1925, prior to UNESCO's establishment, with the original mission to promote comparative educational research and international understanding through education. In 1929, it became the first intergovernmental organization in education. From 1929 to 1968 the Institute was led by Jean Piaget, an influential educational and developmental psychologist adding to the visibility and reputation of the Institute. In 1969 IBE has been integrated into UNESCO and only in 1999 it became the UNESCO Institute responsible for educational content and methods and for teaching and learning strategies through curriculum development. Since then IBE had undergone significant reform processes with the aim to transform the Institute from a research and documentation centre into an international organization with a specialized mandate.

Currently another significant reform process is shaping the future development of the Institute with the aim of becoming a more forward-looking and cutting-edge institution. Following the unanimous adoption by the 36th session of the UNESCO General Conference in 2011 and the approval by IBE's governing body of the 'Strategy aiming at making the IBE UNESCO's Centre of Excellence in Curricula'³ IBE has launched a series of assessments and preparations for its implementation. Among other the Institute has undergone an external review of future programmatic priorities in relation to the Strategy, a Rapid Organizational Assessment, as well as an External Audit in 2011. Furthermore a working group (composed of the IBE Director, a representative of ED sector, representatives of six member states (one per region) and led by the Swiss authorities) has been established to advance proposals on two particular aspects of the reform: the IBE Governance, and on IBE's policy dialogue and the International Conference for Education (ICE). During 2012 a revision of programme priorities⁴ as well as a human resource review, looking into the organization and staffing structure⁵, were also conducted in order to support the ongoing reform efforts towards becoming a Centre of Excellence.

IBE is now one of seven UNESCO Category I Institutes with the specific mandate to enhance curriculum development and educational content. Category I Institutes are a delivery modality of

¹ 33 C/19 and 171 EX/18.

² The data and figures in the report are based on the status by the time of the assessment of IBE in May 2012. However changes resulting from recent developments in IBE or from its efforts of repositioning IBE within the overall reform process and strengthening its strategic focus over the year 2012 have been acknowledged as adequate in the respective footnotes.

³ 36th session of the UNESCO General Conference (36 C/Resolution 10: Strategy to Make the UNESCO International Bureau of Education (IBE) UNESCO's Centre of Excellence in Curricula and 60th session of the IBE Council, UNESCO/BIE/C.60/Strategy Centre of Excellence

⁴ The programme review has recently been presented and approved by the IBE Council in January 2013 in the document "IBE Strategy and work plan 2012-2017".

⁵ the new organizational structure was adopted by the IBE Council in January 2013

decentralized action and delegated responsibility purposefully chosen by the ED sector for delivering concentrated and highly specialized expertise and technical know-how. As such, IBE is an integral part of UNESCO, yet it enjoys a large amount of autonomy.

IBE is based in Geneva (Switzerland). IBE's budget is approved on an annual basis by the IBE Council. By the beginning of 2012 the projected annual budget was approximately USD 3.8 million (of which USD 2.5 million core budget⁶ and USD 1.3 million extrabudgetary resources (down from an overall of USD 4.6 million approved for 2011).⁷ The Institute employs 20 full-time staff⁸, of which 12 are on fixed term contracts, including five professionals (including the Director) with a professional and technical background in curriculum and quality of education.⁹

An external evaluation of the Institute was carried out in 2005/06¹⁰ and found that the overall mission of IBE, to support curriculum development and reform with the aim to improve the quality of education, was well aligned with and an important contribution to the achievement of UNESCO's strategic objectives as well as the MDGs and EFA goals. IBE was appreciated by stakeholders for the provision of practical information and knowledge of curriculum reform and for collecting and producing data and indicators that are crucial for the curriculum reform process. The Institute was well known and particularly appreciated for organizing the ICE, the International Conference on Education, as a platform for exchange at policy level.

Among others, the key recommendations¹¹ for IBE and UNESCO pointed to:

- The need for better clarification and communication of IBE's strategic focus and for finding the right balance between the geographic relevance of its activities and the need to secure extrabudgetary resources;
- The need for enhancing its research capacities and for integrating research foundations in its operational activities ;
- A need for improving IBEs communication policy, tools and material (including the website);
- Reorganizing IBE's thematic strands and transversal themes to better reflect the role of IBE as a specialized global institute that is providing policy advice at the upstream level;
- A need for better positioning IBE within the UNESCO network and harnessing its expertise and knowledge produced for UNESCO's own policies as well as for enhancing its field capacities;
- The need for reaching out to external stakeholders and for developing a focused and strategically oriented partnership strategy.

Methodology

The present review aims to assess specific key aspects of IBE's performance, results achieved, management and governance mechanisms within the context of the implementation of the overall strategy for Category I Institutes and Centres¹² as well as within the context of the currently ongoing reform efforts in the framework of the strategy to make IBE a Centre of Excellence in Curricula. Taking into account progress achieved in the implementation of the recommendations of the previous evaluation, the review aims to identify major achievements, current challenges and recommendations for

⁶ IBE's core budget consists of the UNESCO RP budget contribution and un-earmarked voluntary contributions from Member States

⁷ Mainly due to a 31% reduction in RP contribution from UNESCO, amounting to 700.00 USD in 2011

⁸ Of which 4 were vacant on 31.March 2012, as part of a deliberate policy of reducing fixed term posts that would become PA to adjust to the 31% cut.

⁹ In addition there are 3 ALDs that also have professional background in curriculum and education and research assistants with Masters in international development and education/ curriculum, from various Universities.

¹⁰ 174 EX/20

¹¹ These recommendations were implemented and formally closed.

¹² 33 C/19 and 171 EX/18

the future. It will feed into a summary report on all ED Category I Institutes, intended to inform the Education Sector's decision-making process to strengthen the overall framework for cooperation with (and among) the Institutes, as well as regarding the strategic allocation of its resources and capacities.

Given its limited scope and resources, the review is based on a relatively light data collection approach. Findings are based on triangulation between interview data and documentary evidence i.e. a combination of previous evaluation findings, in-depth document review, self-assessment, and interviews with IBE management, staff and governing bodies, as well as with UNESCO ED senior managers, representatives from UNESCO Field Offices, other ED Institutes and a limited number of external stakeholders.

While taking account of IBE's ongoing reform efforts and newly developed strategies the data and figures in the report are based on IBE's achievements and the challenges the Institute has been facing at the time of the assessment i.e. in May/June 2012 when data was collected. Nevertheless the latest developments in IBE's ongoing reform process are acknowledged as appropriate in the text or in the footnotes.

1. Relevance

1.1 Alignment with UNESCO's mandate

IBE's broad mandate in the area of curriculum reform and improving educational contents fully aligns with UNESCO's overall objectives, and the broader internationally agreed MDGs and EFA goals. The importance of its mandate is highly valued by stakeholders. With an increasing accent on 'quality education' and 'creating inclusive education systems' curriculum will remain crucial as a crosscutting theme and ensure that IBE's mandate is likely to remain at the core of the post-MDG agenda. Acknowledging the continued importance of IBE's mandate UNESCO's General Conference has adopted the 'Strategy to Make the UNESCO International Bureau of Education (IBE) UNESCO's Centre of Excellence in Curricula'.

Curriculum is recognized as a crucial component of any educational process. IBE's overall mission 'to enhance curriculum development and educational content' is clearly embedded as a crosscutting theme in UNESCO's overall objectives to contribute to the attainment of quality Education for All (EFA) and in line with several of the MDGs. With a view to the post-MDG debate the focus on 'equity' and 'quality' further emphasizes the importance of improved educational structure and content to which IBE is expected to contribute through its support in curriculum design and reform. Future perspectives for educational developments are moving the focus from 'education' to 'learning' and pay more attention to the actual learning outcomes, how to measure them and the related accountability, financing and governance aspects in education. The 'input side', i.e. the definition and quality of curricula, tools and methods and how these are used to improve learning will be a fundamental precondition to achieve these objectives.¹³

One of UNESCO's overarching objectives in the 2008-2013 Medium Term Strategy (MTS) for education points to 'developing policies, capacities and tools for quality education for all and lifelong education, as well as promoting education for sustainable development.' Quality curricula will remain at the core of any education reform and need to reflect new paradigms in the provision of education in terms of contents, tools, methods and approaches. IBE's mission therefore continues to be highly relevant with a view to foster inclusive education, as well as to ensure that issues such as human rights, climate change, or sustainable development are reflected in educational contents and approaches.

Within the UNESCO planning documents 35 C/5 and 36 C/5 the links between IBE's mission and UNESCO's objectives are drawn by listing a number of respective Main Lines of Action (MLAs) and Expected results (ERs) to which the Institute is implicitly expected to contribute. For example, MLA 1 in 35 C/5 'National capacities strengthened for policy formulation and planning focusing on quality and gender equality issues and drawing on ICTs, or MLA 1 ER 3: National capacities strengthened to develop and implement teacher policies, with particular emphasis on quality and gender'. While in the 36 C/5 for example there are only two Expected Results identified for IIEP (The International Institute for Educational Planning)¹⁴ there are five different Expected Results to which IBE shall contribute, covering areas from policy and planning, teacher policies, primary and secondary education policies, gender equality, education for sustainable development, HIV and AIDS education etc. Although this may be justified by the cross-sectoral nature of 'curricula' it reflects a lack of clarity of what IBE is expected to contribute and leads to the fragmentation of IBE's activities in the attempt to work on all these areas¹⁵. Curricula is also not explicitly mentioned among the main four priority

¹³ See: The World Bank Group Education strategy 2020: Learning for All.

¹⁴ These are ER1 under MLA 1 regarding IIEP's capacity building function on education planning and ER 14 under MLA 14 regarding the contribution of its the research function.

¹⁵ The programmatic revision that has taken place over 2012, has been addressing this issue.

areas of the ED sector (i.e. literacy, teachers, sector wide planning and TVET) but given the high relevance of curricula contents and processes, curricula reform is recognized as being implicitly relevant within all of these priority areas. In a preliminary analysis of the consultation of Member States, Associate Members, IGOs and International NGOs on the preparation of the UNESCO Draft Medium term strategy 37 C/4 2014-21 and the Programme and budget 37 C/5¹⁶ 2014-17 stakeholders ranked IBE third in terms of relative priority among all ED sector Category I Institutes, underlining the high appreciation and the continuing importance of IBE’s mandate. Member States also acknowledged the continued importance of IBE’s mandate by adopting the ‘Strategy to Make the UNESCO International Bureau of Education (IBE) UNESCO’s Centre of Excellence in Curricula’ during the 36th session of UNESCO’s General Conference.

The previous evaluation had identified an issue with the geographic distribution of IBE activities. The respective recommendation has contributed to IBE redirecting its focus on Africa¹⁷, which is demonstrated by now 59% of activities aiming at the African Region in 2011, and (until 2012) a transversal strand of IBE’s portfolio on Priority Africa which demonstrates alignment with the UNESCO global priority to Africa. UNESCO’s priority Gender Equality has to some extent been addressed in IBE’s work, thus far. For example major work in gender took place under the ONE UN programme in Vietnam resulting in the revision with the Minister of Education of the curriculum and developing guidelines for textbooks from a gender perspective. Similar work has taken place in Lebanon. However, mainstreaming gender equality in all of IBE’s activities could still be improved.

Recommendation:

The new Education Sector Strategy 2020 should adequately reflect the importance and contribution of IBE’s mandate to UNESCO’s overarching goals in education as well clarify the positioning and role of the Institute and its alignment with ED sector programme areas and UNESCO entities, and more clearly spell out the expectations towards the Institute’s contributions.

The 37 C/5 and any future UNESCO work programmes should better reflect the importance given to the different aspects of curriculum reform by explicitly defining a restricted number of MLA’s that reflect IBE’s mandate.

1.2 Comparative advantage of IBE in curriculum

There are many definitions provided in literature on the concept of comparative advantage. Within this review, comparative advantage refers essentially to an Institute fulfilling a *unique need* (or set of needs/priorities) backed up by *positive and meaningful results* and the *necessary capacities and scale on particular areas of expertise* to make a difference.



¹⁶ The preliminary analysis was carried out by BSP in June 2012.

¹⁷ N.B. IBE’s geographic focus was redirected on Africa already since 2004.

Despite being recognized as unique for its global and comparative perspectives among institutions working in the field of curricula, IBE has been lacking a clear strategic focus and has not yet identified a well-defined niche within its broad mandate on curricula. The resulting fragmentation of activities in various thematic areas and different educational levels contributes to the results demonstrated appearing weak especially as these are mainly measured at the output level, rather than demonstrating where IBE has made a significant difference. Despite IBE's ongoing reform efforts in becoming a Centre of Excellence in curriculum, it does currently not have the critical mass of expertise and capacities to credibly provide services at a global level.

The Strategy aiming at making the IBE a Centre of Excellence (CoE) in Curriculum¹⁸ underlines that IBE's global and comparative perspectives on curriculum, combined with its reach, networks and experience, make the IBE unique in the world among institutions in this field. While acknowledging that IBE currently does not have several of the characteristics that define a CoE, a series of in-depth assessments that were carried out in preparation of the strategy resulted in a number of strategies and reform implementation measures on various aspects aiming at the strengthening of its organisational design, its governance and programmatic focus, the strengthening its critical mass of expertise, improving results based mechanisms, its policy dialogue, capacity building and research functions as well as increasing its reach out to partners and better harnessing its networks in particular for enhancing its resource mobilisation. However in order to become the forward looking and cutting edge Institute as envisaged by its stakeholders and to build up its comparative advantage in the area of curriculum reform IBE will need to further invest in and continue a substantial reflection process.

External stakeholders in the framework of this review confirmed IBE's mandate being unique considering its global comparative perspective combined with the expertise on curricula content and processes. However, many agreed that despite the overall full alignment with UNESCO's mandate there is an issue in defining where IBE's focus lies within this broad mandate. Given the crosscutting nature of curricula there are many other divisions in ED HQ as well as other ED institutes who deal with curriculum issues within their thematic areas (for example HIV/AIDS section at HQ, the Human rights and sustainable development divisions, the Teacher Task Force, or IICBA through its work on teacher development), and the majority of multi- and bilateral aid agencies and NGOs who are working in education are working at least on some aspects of curriculum contents or process, including the European Commission, the World Bank, or UNICEF in view of Early childhood and life skills for basic education.¹⁹ Furthermore there are numerous universities, specialised networks and national curriculum agencies that are active at national and bilateral basis. The emphasis of IBE is on providing the comparative aspects of curriculum reform to develop capacities of national teams and assist the Governments/Ministers of Education in their processes of comprehensive curriculum development, mostly at primary and secondary levels.

The new MTS of IBE 2014-21 aims in particular to make IBE a CoE in curriculum. However, when considering the currently limited capacities it is unlikely that IBE can adhere to its broad mandate as a CoE in curriculum at a global scale unless the IBE;

- Better specifies its specific priorities (among the different levels of education such as early childhood to basic, secondary, tertiary education, formal /informal, teachers)
- Better defines the aspects of curriculum development where it intervenes (contents, reform process, structure, methods, ...)

¹⁸ 60th session of the IBE Council, UNESCO/BIE/C.60/Strategy Centre of Excellence

¹⁹ See: Strategic framework for European cooperation in education and training ("ET 2020"); World Bank Group, Education strategy 2020.

- Identifies a niche within a specific setting in which curricula reform takes place such as curricula reform in post conflict and fragile settings, or how to introduce peace education into curricula.

Overall one can conclude that despite its unique mandate the Institute currently does not have the scale and critical mass to represent/cover the needs at a global scale in a comprehensive manner, especially given its fragmentation of activities and the currently very limited staff capacities.

1.3. IBE's global recognition and reputation

IBE is still holding the prestige attached to its historic background and many stakeholders associate it with the ICE (International Conference for Education) and Prospects (UNESCO's journal of comparative education) although these are no longer fully attuned with its mandate. Weaknesses in strategic leadership and guidance have contributed to internal and external stakeholders losing confidence in the Institute's capability to fulfill its mandate at a global level. It is currently a particular challenge for IBE to be convincing in becoming the forward looking and cutting edge Institute as envisaged by stakeholders and outlined in the strategy at making IBE a CoE. A refocusing on the substance of curriculum issues seems an urgent requirement.

Especially for Swiss stakeholders the prestige of IBE is still linking back to its historically prestigious reputation under Jean Piaget, however several stakeholders believe that this 'historical credit' has become fragile and IBE's reputation has proportionally been declining over recent years. Given a number of challenges the Institute has been facing over the last years and for which it has not yet succeeded finding sustainable solutions, such as weaknesses in strategic leadership and guidance, the decreasing resources and implementation capacities, both internal and external stakeholders have raised concerns about the Institute's capability to sustainably fulfill its mandate. Furthermore given the limited ability to demonstrate its achievements it has become more difficult to convince Member States of the comparative advantages or added value of IBE. This entails a potentially significant reputational risk for the Institute and for UNESCO as a whole. Nevertheless, there are some recent developments that point to a reversal. For example the ICE, among IBE's flagships, has recently been attracting additional funds, the approval of the IBE Strategy as a CoE at the UNESCO General Conference in 2011, and a recent assignment to IBE of a proposal in the framework of the Global Partnership For Education (GPE) amounting to USD 3 million by February 2013 are positive signs into a new direction.

The International Conference for Education (ICE) has been organized by IBE since its establishment and has contributed to its global recognition. The most recent conference in 2008 is considered among IBE's major achievements. Despite acknowledging that the content of the 2008 conference, i.e inclusive education, is much broader than the specialized mandate of IBE, most external stakeholders associate IBE closely with the conference especially as IBE had also been tasked with the follow up process. Furthermore IBE failed to capitalize on the momentum created by the conference for demonstrating its capacities and for advocating its own priorities. Some stakeholders felt that despite the good quality of the conference discussions and recommendations the follow up process was not up to the same qualitative level and could have been harnessed more effectively, if for example, managed centrally by UNESCO HQ.

IBE is also well recognized for the publication of Prospects, which has been produced since 1971 and has become one of the globally most read journals of comparative education.²⁰ IBE is responsible for its publication since 1994, jointly with the publishing house Springer. In view of the transversality of curriculum issues (considering that curriculum, educational content, quality of education and

²⁰ Download figures have increased from 2.800 in 2005 to 32,103 in 2011 reaching in 2012 over 7.300 institutions worldwide.

teachers are all key for improving the quality of learning) the titles of the Journal do however not explicitly reflect IBE's focus on curricula (e.g. recent issues focused on 'comparative perspectives in cultural diversity in educational systems, 2012; 'financing HE in Arab States', 'preparing teachers for Inclusive education', or 'internationalization of Teacher Education', 2011) and it is not obvious to what extent this contributes to IBE's recognition as a COE in curriculum or distracts stakeholders from acknowledging IBE's core mandate. For this reason more recently the journal seeks to be increasingly align to IBE's goals, for example the latest issues of 2012 include: 'Developing a world-class education' and 'Comparing learning performance in Southern Africa' issues that are both core to the new discussion of quality including the role of curriculum. One may conclude that that IBE is still achieving visibility and recognition to some extent based on its historic background and with some activities that are much broader than its immediate specialized mandate. Refocusing on the substance of curriculum issues seems therefore an urgent requirement. This could eventually involve reflections on whether including the word 'curriculum' in IBE's name, which currently does not represent the major focus of its mandate.

Recommendation:

IBE should discuss the above issues within the wider context of the Education sector's perspective on curriculum development with the aim to narrow the so far very broad mandate and in order to convey a clear, credible and convincing message on IBE's mandate in the framework of the new ED 2020 strategy, in consultation with the ED sector senior management and the IBE council.²¹

2. Results

In this section we discuss the main results of the Institute in recent years, with an emphasis on the previous biennium (2010-2011). As most of the ED Category I Institutes IBE does currently not have a system in place to consistently collect data beyond the output level, i.e. on the effects of its activities and outputs. Given the lack of data on results, the review focuses on the Institute's results profile in terms of fulfilling UNESCO's five key functions.²²

The ED sector sees the role of Institutes mainly in the area of research and foresight, as well as capacity development, and IBE's MTS translates these functions into principally three pillars, i.e. Knowledge production and management, Capacity development, and Policy dialogue. Consequently, its current portfolio is not fulfilling all of the five key functions, with the research function being weak and standard setting of little relevance within IBE's portfolio.²³

2.1 Strategic focus

The overall mission of IBE is very broad. While it fits with UNESCO's overall objectives as well as EFA and MDG goals, the numerous incoming requests from countries to IBE and funding opportunities offered by donors demonstrate that the options of intervention within its portfolio are too wide compared with its capacities and resources and the rather responsive approach taken by IBE weakens its strategic focus.

Exploring IBE's mandate one comes across various definitions that set different accents at the level of the main objective of the Institute, while overall depicting a mandate that is rather broad, often poorly communicated and reflecting a lack of a clear strategic focus.

²¹ The respective Council decision from January 2013 and the document concerning IBE's new programme priorities are providing an input to the response to this recommendation.

²² Capacity builder, clearing house, laboratory of ideas, catalyst for international cooperation, standard setter

²³ This raises the question to what extent it continues to be appropriate that the performance of Category I Institutes is measured against UNESCO's 5 standard key functions, as suggested in the overall strategy for Category I Institutes 33C/19 and 171 EX/18.

Examples of how IBE's mandate is defined:²⁴

'.....specializing in educational contents, methods and structures with the overall mission to contribute to the attainment of quality education for all' (*IBE MTS 2008-2013*).

'.....enhancing curriculum development and educational content' (*ED sector webpage on Institutes*)

'.....a global centre in the area of curriculum development and a field-oriented institute supporting UNESCO action aimed at attaining quality Education for All. (*IBE webpage: Mission of IBE*)

'.....specializing in the content, methods, policies and process of curriculum development' (35 C/5 and 36 C/5)

'.....supporting curriculum development and reform for improving the quality of education and its positive effects on social and economic development' (*2005/2006 Evaluation report*)

'....specialized in contents, methods and structure of education'

'.....enhance student learning through the development of high quality curricula'

'.....providing curriculum support to Member States'

'.....introducing modern approaches to curriculum design and implementation'

In its Medium Term Strategy (MTS) 2008-13, IBE concentrated on three strategic objectives that correspond to the different strands of work in the three areas;

- ✓ Capacity development and technical assistance
- ✓ Knowledge production and Management
- ✓ Policy Dialogue and the ICE

However, these headings are too broad and do not provide an overall strategic framework that could guide its work programme by narrowing the thematic focus.

In the process of defining a new MTS that will be aligned with the 8 year strategic programming cycle of UNESCO, IBE puts a major focus on implementing the new strategy to become a Centre of Excellence. However, so far there is no clear message and little communication to external stakeholders of what the strategic focus areas or strategic objectives in programmatic terms will be, which IBE will aim to achieve over that Medium term timeframe. The CoE strategy clearly calls for increased focus, and while there have been several efforts to identify IBE's flagships, so far no adequate measures have been taken to downscale or phase out some of the areas that are not considered a priority on the way of becoming a Centre of Excellence in curriculum (e.g. HIV/AIDS, Prospects).

As highlighted in the previous evaluation there continues to be a risk that priorities are triggered upon requests by Member States and where funding opportunities arise rather than on the basis of strategic decisions, and despite some basic criteria that are defined for selecting and prioritizing incoming requests²⁵, one cannot so far recognize a clear strategic pattern for IBE's operational activities.

The key question is what IBE could or should actually concentrate on to make a difference despite the current challenging staffing and funding environment. The focus should be driven by discussions with the ED sector and should involve several dimensions, i.e. within the IBE mandate, it must be clear where it has a comparative advantage, it must be in alignment with the ED sector 2020 strategy, and it must consider priority areas most in demand by MS in the area of curricula. Considering the IBE's lack of capacity to consistently respond to a global demand, realistically, it should concentrate primarily on a niche (such as curriculum development in reform post conflict and post disaster or peace building education). In the framework of the ongoing reform process the IBE

²⁴ The vision and mission have recently been revised and IBE's Strategy and workplan 2012-2017 were adopted by the IBE Council in January 2013. See [UNESCO/BIE/C.62/CoE 2](#).

²⁵ The criteria for selection and prioritization of incoming requests are the following: conflict affected country, poor country or transition country, a direct relation to curriculum reform /development, longer term intervention, funding availability.

Council in January 2013 has been a crucial opportunity for Council members to take important decisions on these critical issues.

For becoming a true CoE, strategic choices need to be made to find the right balance between becoming a centre of reflection (laboratory of ideas) and/or a Centre of competences to help countries to restructure their curriculum systems (capacity building and providing TA). So far IBE has been trying to perform on both but experienced difficulties in finding the right balance within its limited resource framework.

Furthermore, until recently IBE has been working in separate work streams on transversal themes, such as Priority Africa and HIV/AIDS that were further stretching its limited resources. Given the potential overlap between the thematic capacity building activities in Africa and the Priority Africa activities, there is no logical reason for separating the two strands of activities. The recently envisaged more integrated approach will help to build up a stronger CAP team with a focus on activities in Africa. Several stakeholders considered the work of the former HIV/AIDS team to be a distraction from IBE's core mandate rather than giving it an added value, considering there is substantial HIV/AIDS work delivered by the HQ team and the related field network, thus creating a high potential for overlap.²⁶

Recommendations:

IBE should clearly focus on few core programmes in strategic key areas where IBE can define its niche and develop the critical mass of expertise within the broad mandate of curricula.

Jointly with the IBE Council and as a result of the guidance provided by the working group UNESCO's Education Sector should support IBE in defining its strategic focus and in identifying a niche for IBE within its broad mandate on curricula by both defining specific thematic priority areas where its expertise is most needed (such as teachers), as well as setting priorities on certain aspects of the curriculum content or process or on priority settings where IBE should concentrate (such as Post conflict situations). In particular, in times of restricted resources and given the limited available capacities this should include the clarification of IBE's role in the organization of the ICE and an adequate level of involvement or focused orientation of the journal 'Prospects'.²⁷

The review recommends IBE to consider merging the Capacity building team with the Priority Africa team to consolidate the available capacity building function with a major focus on Africa and commends the efforts taken in presenting the new organizational structure.²⁸

The review commends IBE's recent efforts towards concentrating on its core mandate of curricula. Considering the scarce resources and potential of overlap with HQ the review recommends considering discontinuing the HIV/AIDS work, except by responding to specific requests coordinated by the HQ/HIV AIDS team.²⁹

²⁶ Recent reform measures at IBE have been taking account of these aspects, eg through the new organizational structure. .

²⁷ A review of the articles and trends of Prospects presented in the last Editorial Board showed a tendency for a new alignment which was highly appreciated by the Board.

²⁸ This has been implemented and was presented to the Council in January 2013.

²⁹ By beginning 2013 there is no longer a HIV AIDS team. The work on HIV/AIDS is devoted to evaluation of teaching materials and audiovisual learning resources being implemented in CEMAC countries in close coordination with HQ in Paris.

2.1 Clearing House

Given its origins as a documentation and research centre IBE has traditionally been recognized for its strengths as an information broker, while its knowledge management function still requires substantial improvement for providing useful and practical oriented guidance at policy level.

Since it was created as a documentation and research institute, IBE has a wealthy and rich documentation centre with unique historical archives, as well as a digital library of national education reports and curricula collections developed since 1932. IBE has initiated digitalizing parts of the archives and with the help of HQ there are plans to digitalize the entire archive and make it available on UNESDOC. Download figures have increased exponentially over the last two biennia demonstrating the high demand for IBE's clearing house services.

IBE has actively improved its website and focuses on compiling, systematizing and providing access to a number of specialized resources, databases and materials and information on education systems, curricula and curriculum development processes. Furthermore it contributes to updating and validation of data and statistics that are highly valued by stakeholders, such as its contribution to the 2011 UIS Global Education Digest through validation of duration of compulsory education in 110 countries, or by developing and launching jointly with the UNESCO Institute for Statistics (UIS) the Global Survey on Instructional time through feeding the available information from 180 countries, as well as collecting updated national reports. IBE's clearing house function is fulfilled through a number of services, such as its Observatory of educational trends, access to the online catalogue IBE DOCs, alert functions, and digests including two new thematic alerts on gender and curriculum and conflict and curriculum, for which stakeholders generally expressed satisfaction.

Through 'Prospects', UNESCO's journal of comparative Education IBE enjoys a very close relationship with academia, as it has become a peer reviewed journal relying on network of 250 reviewers. IBE is trying to introduce more subjects related to curricula to make it more evident that it is relevant to its core mandate; and the most recent titles in 2012 of the journal demonstrate these efforts. IBE also publishes a series on Educational Practices and a limited number of books, in particular on Inclusive Education in view of the follow up to the 48th session of the ICE and the Series of Studies in Curriculum and Comparative Education.

The 2005/06 evaluation had already recognized the clearing house function as a strength and found that IBE has been particularly active in the provision of practical information and knowledge for the curriculum development process, for raising global awareness on the needs and problems linked to this process as well as for collecting, producing and disseminating data and indicators. Its role for animating networks of curriculum experts had also been highly valued by stakeholders who are members of the established Community of Practice.

However, IBE continues facing major challenges on how to better exploit the immense potential of the rich available resources and how to better tailor its information products to its customers. IBE sees itself as an interface between researchers and policy makers, but so far feeds primarily the needs of the research and academic community while it does not have the resources and strategic guidance to develop primarily the respective analytical role essential for IBE to add value and aim at improvements at the policy level. The limited production of in-house research further limits this capacity. IBE does not have systems in place to systematically investigate the diversified and evolving needs of different groups of stakeholders as the basis for further developing its clearing house function.

With a view to the ongoing reform process towards becoming a Centre of Excellence in curricula there are currently reflections taken place at IBE on how to better develop a network or platform of

all national curriculum agencies, which could provide a powerful potential to work at the national and regional levels by feeding their clearing houses, as well as to what extent the Communities of Practice could be better exploited for both research, peer review and transforming research into practical oriented policy relevant briefs. However the lack of sufficient resources and the current focus on the reform process of becoming a CoE has so far prevented it from developing and taking immediate action for the implementation towards these improvements.

Recommendations:

IBE needs to find ways to better and more systematically target key stakeholders at policy level and tailor information provision to the needs of different groups of stakeholders, in particular at the policy level.

IBE needs to scale up its research capacities to carry out policy relevant analysis of the rich data sources it has at its disposal.

IBE should investigate the potential of advanced technology and modern communication tools (social networks, web databases) to further improve its website and better harness the Community of Practice as well as the potential of entering into strategic partnerships with national agencies, by developing a network or platform of national agencies acting as information brokers at local level. Good practice and experience from other Institutes' should feed into these reflections.

2.2 Capacity builder

IBE has put a lot of effort and resources into further developments of its capacity building and technical assistance function, which constitutes the major part of its portfolio. However, given the restricted resources and the need to deliver upon its global mandate there should be a more focused strategy to target primarily capacity building at the central policy level as well as concentrating on institutional capacity building. This corresponds to the core of UNESCO's mandate while finding ways to delegate downstream level capacity building to regional and national providers. Experience from other Institutes' capacity building functions such as IIEP should feed into an in-depth assessment of opportunities and risks for scaling up, and to consider the advantages and disadvantages of residential training versus blended delivery as well as the certification/accreditation by partner academic institutions.

The capacity building programme is considered among IBE's flagship programmes, using more than 50 % of its regular programme resources. It seeks to respond to requests from Member States that are increasing in terms of volume, scope and complexity. Member States expect leadership, technical advice and assistance on a number of persistent and growing challenges in the curriculum development process, showing that there is a need to increase IBE's capacity building function. The capacity building programme is basically composed of the diploma courses in curriculum design; technical assistance provided to countries on request, as well as tailored short term workshops, the development of specific training tools and to some extent the contributions from the Community of Practice.

The Capacity development programme has undergone important developments over the last few years. Based on the 'resource pack in curriculum development'³⁰, a post graduate diploma course³¹ on curriculum design and development has been launched in 2010 in Latin America in cooperation with the University of Uruguay. The first cohort has 32 trainees from 13 countries in LA and 2 countries in AFR, and there is a second cohort of 24 trainees. In 2011 in Africa, there was a cohort of

³⁰ The IBE resource pack on curriculum development is a toolbox of training tools and case studies to support the curriculum designers and developers in the curriculum reform process.

³¹ The diploma course consists of 2 weeks intensive residence sessions followed by 30 weeks online activities.

49 trainees from 18 countries, in cooperation with the Open University of Tanzania and the Tanzania Institute for Education (TIE).³² Participants included policy makers, planners, curriculum specialists and developers, educators, teacher trainers, and school administrators from the target countries as well as UNESCO staff members and representatives from the World Bank. End of course feedback shows that the diploma courses have been appreciated by participants for providing a comparative analysis at a global level, as well as for the practical approach and the expected usefulness in their professional context.

However, given the short timeframe of its implementation there are so far few conclusions on the longer term capacity building outcomes of the diploma course as feedback on the follow up initially had been collected on a more sporadic and ad hoc manner. More recently IBE has developed an assessment methodology for the diploma comprising face to face and on-line questionnaires to participants, interviews and follow-up of graduates, discussion groups with facilitators and tutors. Regarding the longer-term outcome the first cohort graduated in December 2011 has been traced after one year of graduation, confirming that graduates have used the diploma training for the revision of national curricula at different levels and, some obtained new responsibilities related to curriculum issues within their institutions.

The programme did initially not foresee an alumni network³³ that could be harnessed as a channel for sharing latest developments and updates, and for identifying the longer term outcomes in terms of policy influence of the trainees acquired skills and competences. The prerequisites for participation in the programme are described as rather general and do not primarily target capacity building at the upstream policy level, given the courses are also open to stakeholders at the downstream level³⁴ such as teachers, professors, managers supervisors, educators and researchers, while with a view to scaling up, different levels of capacities could be built on a greater scale via partnerships and by building capacities at national institutions. Quality assurance seems also an issue that requires further attention.

In the context of its technical assistance portfolio IBE is aiming to offer longer-term integrated packages for groups of key stakeholders in a country, including ministers of education and national curriculum agencies for planning, developing, implementing and evaluation of quality primary and secondary curricula with a view to new challenges, needs and developmental prospects. Based on the criteria for selection of incoming requests IBE gives priority to requests from conflict affected countries, poor or transition countries, requests which demonstrate a direct relation to curriculum reform /development, and that have prospects for a longer term intervention with guaranteed funding availability. In 2011, IBE worked on interventions in 5 countries, such as the development of a new curriculum framework in Iraq which is expected to be endorsed by the MoE, developing a proposal for a comprehensive curriculum reform in Sudan or the development of tools and a methodology for textbook analysis under a gender perspective in Lebanon. However, the number of requests to IBE is increasing in terms of numbers and scope and replying to all requests has been challenging.

IBE offers among other short term training workshops tailored to target audiences, mainly groups of ministry officials that are involved and responsible for curricula issues in their country. In 2011 approximately 700 participants from 34 countries attended these workshops The respective MOUs foresee follow up strategies, and are based on the condition that national MOEs are taking the programme further and scaling up to reach out to larger target groups. In 2008 IBE also developed

³² With a new cohort in Africa of 47 participants in 2012, the target group involved totals 161 participants from 39 countries.

³³ The alumni network is being created for the cohorts of diploma graduates 2011 and 2012. Graduates with very good performance are involved in the diploma programme as contributing to the facilitation and as tutors.

³⁴ In practice however, most of the participants are selected by the Ministers of Education and fully funded by their countries and in some cases by UNESCO field Offices. The target is curriculum experts and curriculum implementers, teacher educators, quality supervisors etc.

training modules that are offered as a toolbox, and target specific competences that curriculum developers and decision makers need to know in order to successfully cope with the challenges in the curriculum reform processes. There is however little information about the actual use and utility of the resource pack, except that it has become the basis for the diploma courses.

The following are the major issues that are currently challenging IBE's capacity building function:

- Compared to the ambitious programme the staffing resources employed for capacity building are rather meagre (1 P5, 1 P1/2, 1 P2 ALD and 3 interns), in particular in consideration of IBE's global mandate and considering the necessary developments, updates and delivery of the diploma courses, evaluation, quality assurance, follow up and reporting as well as responding to technical assistance requests including field missions, backstopping and follow up assistance seems rather challenging in particular as only 1 P5 has the necessary senior specialized expertise in curricula;
- The need for working with external consultants brings the risk of diminishing in-house expertise and involves issues of quality assurance with a potential reputational risk³⁵;
- Financial resources are equally a challenge considering the ever more restricted funding framework;
- The outreach of IBE's capacity building activities remains rather restricted, considering that the numbers of trainees in the diploma courses are so far relatively low in particular by country, and the current criteria for admission do not ensure that the individual participants will be influential on the curriculum design and policy process at upstream level. The potential of more closely involving the national training agencies at the institutional level to scale up and intervene at the downstream level has so far not been sufficiently a priority consideration. Given the restricted resources a more strategic approach targeting the policy level should be explored.
- There are other windows of challenging opportunities that have not been sufficiently considered e.g. in working in a more complementary fashion with other specialized institutes such as with IIEP on educational planning and a framework for curricula reform, and or through forging new partnerships with regional and national institutions, however these need to be envisaged within a joint longer term planning process.
- The cooperation and accreditation by the partner universities is connected to risks in terms of quality assurance and reputation that may have not been sufficiently considered from the outset;³⁶
- There is currently too little capacity for in-house research to provide and further develop the knowledge base to feed into and enrich the diploma course contents and development of training tools.³⁷

Recommendations:

IBE needs to assess its overall portfolio of training with a view to developing a more coherent package and identifying ways of ensuring greater quality control while considering different options of going to scale. Linked to this is the need for IBE to give much more attention to collecting evidence and assessing the use of its training offer and to ensuring that feedback is used to shape its courses.

³⁵ Usually IBE works with external consultants as part of a specialized team, and pays attention not to employ consultants 'instead of' IBE staff by ensuring that IBE remains the main facilitator of diploma courses and workshop. However, the limited number of programme specialists is a major challenge in this respect.

³⁶ Note that the current partner universities – Catholic University of Uruguay and the Open University of Tanzania comply with quality assurance procedures at the national and regional levels.

³⁷ Current examples are the IBE World Data on Education which is used in diploma courses to map curriculum trends and issues at the regional and national levels and to design training activities. Likewise IBE produces learning tools on issues such as inclusive education and school-based curricula, and a diploma reader to support training.

For this purpose IBE should learn from lessons of IIEP's experience, in particular by considering the outcomes of the recent cost and effectiveness study of its training activities, and consider a closer cooperation with the well-established IIEP training programmes. For example, curricula framework design and development could become an integrated module in educational planning and capacity development.

HQ together with all the Institutes should assess the utility and need for Institutes to offer certified diploma courses by weighing the associated risks and opportunities for scaling up.

IBE should develop a set of focused criteria for selection of trainees by better targeting the policy level and ensuring their capacity to influence the curriculum process in their countries. Consequently it should set up an alumni network, possibly within the Community of Practice.

The review commends the newly proposed organizational and staffing structure (based on recommendations of a thorough HR external review undertaken with the backing of HRM in Dec 2012). Based on this new structure IBE should put a particular effort in attracting and recruiting a critical mass of high level curriculum specialists to ensure a sound base of in-house expertise for development and delivery of its capacity building activities.

IBE should consider the potential of entering into strategic partnerships with national curriculum and training agencies to improve and scale up institutional capacity building at national level.

IBE should ensure that the capacity building, and technical assistance work is complemented and enriched by genuine in-house research (see good practice model IIEP).

2.3 Catalyst for cooperation

The International Conference for Education (ICE) has become a tradition and is considered IBE's flagship event in its function as a catalyst for cooperation. However, given the overall rather broad topics of the ICE and its potential as a forum for discussion of overall education priorities with a view to the post-MDG agenda, some stakeholders question the appropriateness for IBE to continue organizing the event under the umbrella of its specialized mandate. Furthermore an important part of IBE's already stretched resources will need to be devoted to organizing the ICE, which risks deviating from IBE's specialized mandate. It may therefore be more desirable for IBE to concentrate on curriculum focused policy dialogue, for example through improving the features of the Community of Practice or by creating an alumni network.

The catalyst for cooperation function is covered by IBE's thematic pillar on 'Policy dialogue'. Among other policy dialogue is expected to be stimulated by the interventions at high level meetings and conferences to which IBE staff and the Director are invited as speakers. However the actual outcomes of these interventions are difficult to measure, except through the increasing number of requests.

Since its establishment IBE has been organizing the International Conference for Education (ICE) and as a tradition it is considered among IBE's flagships in the policy dialogue pillar. The ICE is organized in intervals of initially every two, and now every four years, and has been providing great visibility to UNESCO and IBE in particular as it is a forum that reaches out to high level policy makers. The ICE is the only such global conference of the Education sector and traditionally well attended by senior officials and ministers of education who highly appreciate the conference as a channel for policy dialogue. However, the example of the 48th session of the ICE in 2008, demonstrates that in order to

be successful, IBE had to develop a range of innovative strategies and activities, that reach from the preparatory to implementation and follow up stages, which required a major share of IBE's efforts and resources over the period from 2007 to 2009 and beyond. For each session of the ICE, IBE asks Member States to provide updated national reports on the development of their education systems, which are collected in IBE's knowledge depository. This database is used to develop the countries' profiles and the World Data on Education widely used by stakeholders (e.g. OECD Publication on Curriculum; translation of World Data on Education into Chinese for the Asian Region).

Various stakeholders voiced doubts about the appropriateness of IBE to continue organizing the ICE, as there are a number of related issues for the Institute that need to be more closely scrutinized:

- ✓ Overall IBE is considered too small to organize an event of such outreach, which requires a lot of its core resources and organizing and following up the conference risk that deter from its core mandate;
- ✓ The ICE is expected to be better harnessed as a forum for post MDG discussion, which again is an area too broad for IBE's specialized mandate;
- ✓ Furthermore there is a need to further revise the format of the ICE, in terms of enlarging the audience (i.e. Involving stakeholders who contribute to the Education policy process, such as NGOs, private sector, representatives from the Civil Society as well as Youth representatives...) as well as introducing a more interactive preparatory and follow up process, which would require a major effort from a small Institute such as IBE, in particular considering that the Conference topic may again go beyond the specialized mandate of IBE ;
- ✓ IBE does not have a coherent and reliable system in place to measure the outcomes of the ICE at the policy level overall and with a view to its specialized mandate on curricula ;
- ✓ IBE does not have the human capacities to provide analytical follow up of the country reports, such as global or regional analyses.

The Community of Practice is another element of IBE's catalyst for cooperation function. IBE is managing the COP (Community of Practice) of experts in curriculum development, an open space aimed at sharing experiences and approaches, research findings and resources and serves as a platform for joint programming and institutional capacity building on curriculum reform. In 2011 the COP also contributed to the selection of case studies for the resource pack: training tools for Curriculum development developed in the framework of the Capacity development programme. The COP currently consists of more than 1500³⁸ members from 143 countries with the majority of CP members currently in Latin America (more than 30 %), Europe and North America (26%) as well as Asia (24%) , with relatively few i.e 9% from Africa and less than 6 % from Arab states. Due to the restricted human resources dedicated to its management the potential of the COP seems currently underutilized, while it could be used to expand the research portfolio and promote visibility of IBE services and make better use of modern technology.

Some stakeholders view the fact of IBE being located in Geneva as a comparative advantage, considering that Geneva is a UN hub where most likely some of the post-MDG dialogue is initiated especially on cross-sectoral themes such as sustainable development, gender, youth. IBE is to some extent part of the Post- 2015 discussion and has given contribution in several instances (eg jointly with UNICEF and UNCHR especially in the theme of education and emergencies). However, with curricula being a cross cutting issue touching upon a number of areas IBE could take a stronger advocacy role for positioning UNESCO and IBE in this dialogue. There is currently limited contact with the UNESCO liaison office that is housed in the same building and could be harnesses to establish such links.

³⁸ Figures as reported in the IBE 2011 Annual Report

Recommendations:

IBE together with the ED sector should closely scrutinize the advantages and challenges linked to the organization of ICE and should eventually consider to organize it differently e.g. directly from HQ. The review commends that the IBE council has been mandated to make these reflections aiming at decision to be taken for the ICE in 2014, in consideration of IBE's redefined priorities as a centre of excellence. 39

IBE should undertake efforts to have a more balanced participation and contribution to the COP and in particular make efforts to increase the membership from African and Arab states.

IBE should establish closer relationships with the UNESCO liaison office in Geneva and seek to harness its position in Geneva for entering more deeply into the policy dialogue and discussions on the post MDG agenda with other UN partners.

2.4 Laboratory of ideas

In recent years IBE's research function has been among the weakest areas, and the Institute has not yet harnessed the potential of its rich knowledge depository for developing a strategic portfolio of policy relevant research and analytical products. Despite the attempts to develop partnerships for research purposes, these have not provided the desired results and there is no sufficient in-house research capacity to back up its capacity building activities and feed into knowledge management.

IBE's research function has been rather weak over the last years mainly due to the lack of a strategic direction for its research programme as well as the diminishing in-house research capacities. Furthermore the P5 position supposed to undertake this function in partnership with academic groups has been vacant over a long period. The previous 2005/2006 evaluation found that research activities of IBE are 'limited to few publications and to the preparation and discussion papers for the ICE'. The evaluation found that the potential synergies between research and operational activities could be better valorised, with conceptual research feeding into technical assistance and capacity building activities. Good practice from IIEP shows there is an additional added value in systematically utilising operational work for research purposes as well as including capacity building aspects, via involving national research teams. Creating the link between technical assistance work in the field and systematization of experiences and knowledge products that shall feed into training is likewise considered an important aspect for IBE's activities. An example is the development of the resource pack and other training tools, which are based on research and experiences and comparative analyses from field work. However, IBE has so far been less successful in systematically creating this kind of cross-fertilisation among the different strands of activities.

As a result of its knowledge management there are so far no or few strategic or analytical products coming out of IBE, but rather a collection of publications and alerts, while analysing, comparing and preparing information and data in a digestible format for policy makers would be the challenge, e.g. as a result of conducting research on challenges for curricula. The Institute has made efforts to engage research fellows and interns to expand its research portfolio; however there is so far no clear strategic pattern linked to its research function.

Recommendations:

IBE should better harness the Community of Practice (COP) for commissioning in-depth research from all the UNESCO regions.

³⁹ The dedicated working group has delivered a report on the future policy dialogue work for IBE including its role in organizing the ICE for discussion at the IBE Council in January 2013.

IBE recognises the need for increasingly seeking strategic research partnerships at the institutional level. Upon taking up the position the new P5 should develop a strategic approach for entering into such longer term partnerships.

IBE should seek to increase its in-house research capacity to ensure the development of a critical mass of credible expertise and the ability to stay on top of the latest trends in curriculum development.

IBE should find ways to ensure that research is better feeding into capacity building and operational activities in the field and to enhance in this ways the cross-fertilisation of different strands of activities (follow the good practice model from IIEP).

IBE should take a more strategic approach to fundraising for research activities.

2.5 Standard setter

Standard setting has not been a priority area for IBE and it is not advisable to put more efforts and resources into this function under the current scenario of already stretched resources.

IBE has not been very strong in the standard setting function which is not among its priorities and there is currently no need or desire to further concentrate on standard setting or benchmarking, if not as the result of its capacity building, knowledge management or research activities. For example, in cooperation with UIS, IBE launched a Global survey on Instructional time, which included the development of a questionnaire that provided a more standardized definition of instructional time, and contributed as a member of the working group to the revision of the ISCED standards in 2011.

3. Quality of interaction and coordination

There have been efforts to improve quality and frequency of interaction with HQ through involving IBE and all Institutes in the ED leadership team meetings. However, visibility of IBE's contributions at HQ is limited if compared to the unanimous recognition of the importance of IBE's mandate. Despite several good examples of collaboration and the overall appreciation of IBE's services there is a perception within UNESCO of IBE's decreasing implementation capacity, a lack of strategic direction and the absence of a clear focus. The potential for IBE acting as a focal point for linking and coordinating all curricula relevant work at UNESCO has so far been underutilized. With regard to fundraising, there have been instances of competition while collaboration is the desired practice.

3.1 IBE's relationship with HQ:

a) Quality of relationship

Over the recent years there has been a relatively limited level of interaction between IBE and HQ, however, the recently more frequent interactions between the senior management of the Education Sector and the IBE Director can be interpreted as a clear sign that HQ is putting more importance on defining the contribution of the Institute to the Education Sector's mandate. In general, there seems to have been little visibility of the contribution of IBE and the Institutes in general, for example on the ED website or within the ED sectors' reporting documentation, if compared with the proportion of the overall approximately 35 % of the ED sector RP activity budget dedicated to Institutes in 36 C/5 and the importance of the Institutes mandates among the ED sector priorities.

Most of the ED sector managers and staff interviewed lack clarity of the actual focus of IBE's current work programme and feel that the Institute's capacity has been declining significantly, both due to the lack of strategic management and the deterioration of the funding environment. Nonetheless,

the importance of its mandate is highly recognized and there have been attempts to revitalize cooperation, for example through joint programming on how to align the teacher education framework with IBE's curriculum work. Given the resource constraints for UNESCO as a whole and the lack of a clear framework for cooperation between HQ and the Institute that would clearly spell out the responsibilities and mutual expectations there are many instances where IBE feels to have to respond to ad-hoc requests directed to IBE due to lack of capacity at HQ.

In follow up to the previous evaluation of 2005/2006 efforts have been made by HQ to better coordinate and improve communication in order to foster closer cooperation between HQ and IBE. Through the active involvement of the Institute directors in the ED leadership team since the end of 2006, the ED senior management team has succeeded in creating a team spirit, which results in a more active exchange and consultation on strategic priorities. More recently the role of the focal person for the Institutes has received a new impetus and was tasked to create a more supportive environment for cooperation and understanding of mutual needs between HQ and the Institutes. Parallel to this review the sector is carrying out an in depth assessment of the issues and challenges the Institutes are facing and will use the results of the current review to initiate and facilitate the required reform process. However, from the point of view of IBE (and the Institutes in general) the role of the focal point is not yet sufficiently defined.

Within the Institute there is a perception of competition with HQ with regard to fundraising, which is leading to frustration and felt very strongly about by the Institute. There have been instances where a lack of information, transparency and insufficient communication between the Institute, the ED sector and BSP CFS has led to the Institute not being given enough visibility and being left out of negotiations on frameworks agreements with key partners and potential donors. Occasionally the Institute and HQ competed for the same funds with donors, demonstrating that the fundraising responsibilities are not clearly defined or coordinated. For example IBE expected the DG and CFS to support the Institute for their specific purposes in discussion with Swiss authorities or the government of Qatar. Among recent examples of improvement in this respect is the (between HQ and Institutes) coordinated submission of the proposal to the GPE.⁴⁰

IBE staff fears that the current system does not give sufficient access to potential funding opportunities and is not aware of where the entry points at HQ are. For example the (former) IBE Africa Programme has been struggling with fundraising efforts, and despite the attempts for request of support from HQ, central services at HQ have not been responsive as expected in providing the needed assistance. The processes and required steps for the submission of Complementary Additional Programming proposals in SISTER are not clear for staff outside HQ and not well defined for Institutes. IBE also feels the need to gain improved access to information e.g. via a database of existing funding frameworks.

b) Division of labour

Curricula has always been considered as a cross cutting issue and there has been a high potential for both cooperation and overlap with the various divisions at HQ. Collaborations have been established with various parts of the education sector such as the Teacher Development Policy Division (where programme planning and implementation as well as fundraising are done jointly); the Peace Education and Sustainable Development Division (for implementation in the field and advisory role in various projects). IBE contributed to the work of the Basic Education Division by producing two chapters of the Quality Framework (QEDAF) and helping in the pilot stages as well as in international meetings, e.g. E-9 in India. IBE also provided contributions to the HIV/AIDS section in coordination with field offices and Paris. This demonstrates that there are a number of areas in the ED sector which concern curricula and consequently bear a potential for overlaps or – if well-coordinated –

⁴⁰ Funding for a USD 3 million project proposal in the framework of GPE had been approved in Feb 2013 by the GPE Board. This will be devoted mostly to Africa under the new overall program of Support Services to Member States (SSMS).

complementarities and synergies with IBE's mandate, in areas such as HIV AIDS, Teachers, Basic Education, Post conflict and post disaster work as well as crosscutting thematic areas such as sustainable development and peace building.

Despite the good examples of cooperation (some of which had already been identified in the previous report e.g. between IBE and TED, IBE and GMR team, IBE and PEQ and the TVET section) these have been functioning more on the basis of good will and trust on both sides but were not sufficiently institutionalized or governed by a formal agreement, that would spell out the mutual responsibilities and expectations.

The potential synergies have so far been poorly exploited and cooperation depends mainly on personal relationships and ad-hoc requests rather than on an institutionalized framework. Despite its specialized mandate IBE has so far not been playing the role of a focal point for linking and coordinating all UNESCO relevant curricula work, which would provide the basis for a clear division of roles and ensure a complementary approach to UNESCO's work on curricula in the different areas.

Furthermore the recent adjustments of the structure of the ED sector⁴¹ which has been aiming at achieving increased efficiency, is focused on HQ only and (with the exception of a reference to cooperation modalities with IIEP in relation to educational planning) and does not include a description of the position and roles of the field network and ED Category I Institutes within the new structure.

3.2. IBE and Field Office network

There are a number of examples of good cooperation with various field offices. IBE has established long term collaboration with BREDa, OREALC Santiago, and the HQ Teacher Education section for the implementation of the Postgraduate Diploma in Curriculum Design and Development both for the Latin American and for the African regions. A good example of collaboration was between IBE, HQ, BREDa and Yaoundé, as well as UNAIDS, ILO, and WHO the two year sub regional project for CEMAC countries (Cameroun, Congo, Gabon, Equatorial Guinea, RDC, Chad, Congo) (2009-2011), which introduced HIV AIDS education in the schools of these countries. IBE contributed with curricula diagnostics, developing learning materials and training of trainers in order to contribute to the goal of changing student and youth behaviour through new curriculum school practice. IBE, together with IIEP and UNESCO Bangkok, are the contributors to the UNESCO HIV and AIDS Education Clearinghouse, a common platform for the UNESCO HIV and AIDS Education.

In particular IBE has taken up the opportunities in the field where an existing funding framework such as CAP EFA could ensure full cost recovery. However, there have been instances where field offices do not have such a funding envelope, and the applied UNESCO senior consultant rates often exceed locally available consultant rates.

There have also been conflicting views on where the specialized expertise on curriculum should be located. While the Institute believes that specific curriculum expertise should be hired primarily at the Institute level, a post with a curriculum profile had been opened in the Beirut office in 2011. As already highlighted in the previous evaluation there is a need to harness IBE's expertise for developing capacities at field level on curriculum issues, which would suggest that high level curriculum experts posts should rather be located at the Institute level to ensure a stronger critical mass of curriculum experts who can reach out to stakeholders and to the field. There is clearly a need to find a balance between cooperating with and strengthening the field vs. decentralizing curriculum expertise.

⁴¹ (DG/Note/12/7, 12 April 2012 on increasing efficiency of action through adjustments to the structure of the Education Sector at Headquarters)

3.3 IBE and Institutes

In cases where IBE had the capacities to cooperate it was considered a conscious and dependable partner for other Institutes. For example IBE has been working regularly with UIS, the UNESCO Institute for Statistics on a number of areas, such as on the collection of data and indicators in the framework of the preparation of ICE as well as through its contribution to the UIS Education Global Digest. IBE also contributed with its expertise to the Advisory Panel on the revision of the ISCED standards in 2011, which was highly appreciated. The revision took the significant changes in education systems worldwide into account and was the product of extensive international and regional consultations among education and statistical experts.

Given the very specialized mandates of the other ED sector Category I Institutes there has with few exceptions been little potential for programmatic overlap and traditionally there has not been a lot of cooperation among ED Sector Category I Institutes.

However, in recent years IBE has worked on some joint projects with IIEP, for example by providing technical expertise in the framework of the “Cooperation Program for the initial action for the development of the South Sudanese Education Sector”. This initiative has proven to be a good example of complementarity within the UNESCO network. IBE carried out the revision of the curriculum framework and the elaboration of the action plan for curriculum change, while HQ provided support on the peace sensibility and peace education aspects. IIEP had commended the good collaboration and work with IBE in South Sudan and sees some greater potential in working with IBE, considering that curriculum work often contributes in complementary or consecutive ways to IIEP technical assistance work on educational management and planning. However IIEP feels that lack of capacity at IBE to some extent prevents it from contributing at the expected scale and quality.

The level of cooperation and exchange among ED Institutes at senior management level has been vitalized beyond their participation in the ED leadership meetings, especially among the Directors of the three global Institutes, who frequently have informal exchange and invite each other to their GB sessions and other relevant events. However, this is currently happening at a more informal and personal basis while it could be established in a more structured manner around specific themes.

On the administrative and central service level there is a potential for exchange of concerns and good practices among the Institutes central service units facing similar challenges. For example in the past there have been regular exchange of concerns, experience and good practices during yearly meetings between IIEP, IBE and UIL documentation centres staff, which was highly appreciated and found fruitful. This has been stopped for budgetary reasons. However such exchanges should be reinitiated and introduced on other relevant areas such as administrative units, HR management, and knowledge management etc. with the help of the focal person such exchange could be maintained via virtual meetings, through Skype or videoconferencing.

Recommendations:

There is a need to map out all areas where curriculum development, teaching contents and methods are concerned and potentially overlapping with IBE’s mandate. This mapping exercise shall be used as a tool to support the prioritization for IBE as a CoE in curriculum with IBE to become the focal point for linking and coordinating all UNESCO curricula-relevant work. A formal recognition of IBE as the coordinator or focal point on curriculum development and reform would help to establish (UNESCO) cross-institutional cooperation modalities and improve synergies and complementarity.

There needs to be clarification in relation to fundraising responsibilities among the different UNESCO entities, more support and a transparent information flow from BSP CFS, and where applicable AFR

department should be provided to the institutes in terms of flagging opportunities, backstopping and training on fundraising skills.

Tele/Video conferencing among the Institutes' directors should be established as a cost efficient way for regular communication and discussion around specific topics in order to identify potential areas for cooperation in a more forward looking perspective.

Institutes should engage in a more structured and institutionalized exchange at the administrative and central service level in particular among the three global Institutes, such as the level of the documentation centre, contract management, staffing issues, M&E practices, etc.

IBE together with HQ and other Institutes should establish a common and transparent policy for cost recovery.

4 Organizational arrangements: Staffing, management and accountability, governance

4.1. Staffing

In view of the Strategy for making IBE a Centre of Excellence, adequate staffing levels, in terms of critical mass of expertise, the right skill mix, adequate profiles and a more dynamic staffing environment are among the most critical issues to achieve credibility among stakeholders and the donor community.

With the reduction in the total budget, the number of staff has gradually decreased from 35 in 2009 to the current (mid 2012) level of 21 full-time staff⁴², (of which six with regular professional posts, five ALDs and six General Service staff). Of these only five staff members including the Director (four fixed term and one ALD) have a senior professional and technical background in curriculum and quality of education. Compared to the increase in programme and activity costs from USD 1.9 million in 2008/09 to USD 2.6 million in 2010/11 the staff costs have proportionally decreased by around USD 400.000 within the same timeframe, and one may conclude that this had a significant impact on the workload of individuals, and/or required an increasing need to rely on external expertise.

As stated in the previous 2005/2006 evaluation and re-confirmed in a number of recent assessments⁴³ IBE is considered as weak on human capacities, not in terms of quality but in terms of numbers. While the technical expertise of individual IBE staff members is highly valued, the critical mass of specialized expertise is clearly not available at IBE, while this is viewed as a critical precondition for convincing donors to invest in the Institute. With the 31 % cut of the UNESCO allocation, which is foreseen to cover fix term UNESCO posts the human resource aspect has become even more critical. The implementation plan of the strategy for making IBE a centre of excellence foresees a resource mobilization plan including the creation of posts for curricula specialists.⁴⁴

Furthermore to tackle curriculum reform issues at a global level requires a mix of skills and combination of competences among researchers, academics, and practitioners as well as a large array of intercultural and linguistic competences that IBE, with the current limited staffing capacities is not offering and requires outsourcing to external consultants.

⁴² Including four posts that were vacant on 31 March 2012.

⁴³ i.e. the Strategy aiming at making the IBE a Centre of Excellence in Curriculum, a Programmatic review, and a Rapid Organization Assessment, as well as an External Audit all carried in 2011.

⁴⁴ An important HR review has taken place in 2012 in order to revise the organizational and staffing structure. This report and a newly developed organizational and staffing structure were presented and approved by the IBE Council in January 2013. Growth in expertise is planned to be ensured via PA contracts (contracts which offer more flexibility but less long term stability).

While overall mobility within the UNESCO network is encouraged and should be viewed positively, the recent mobility of an individual specialized IBE staff to a field office, as well as the opening of a specialized position in the field has very significantly affected the Institute, and given the already very scarce availability of curriculum specialists this creates a situation, where the field office appears in competition with the Institute.

Overall, the number of specialized staff is insufficient to create a significant critical mass that is necessary to develop a centre of excellence in curriculum. In particular, in order to develop significant capacity building and research components, a respectable critical mass of specialized expertise is necessary. Even in the case of cooperation with other academic institutions in the case of capacity building and training or for commissioned research studies, significant in-house capacities are needed for commissioning, managing, conducting, providing quality assurance, communicating and follow up. The current fragmentation of the work programme and lack of financial resources have even further reduced the critical mass on particular thematic areas of importance.

To strengthen its research capacities IBE is implementing a policy of training young professionals and employed up to 25 interns (among which research assistants and graduate students from prestigious universities) through the IBE internship programme that are funded by their home institutions. The Employment Programme of the City of Lausanne is another example. However, despite this good practice the already stretched IBE senior staff members are often not in a position to assure the necessary guidance and tutoring of junior researchers and it is not clear to what extent these additional resources are effectively employed for strategically important research work.

Several issues of concern need to be particularly highlighted:

- If the gradual reduction in budget and staffing is likely to continue the increasing workload and pressure will further negatively affect the morale and (possibly) productivity of the staff.
- The limited number of staff with a specialised profile in curriculum issues continues to be a structural limitation on the scope and depth of IBE's activities and its global outreach. The 31% cut of UNESCO funds was a major element to hamper the possibility of strengthening long term expertise in the institute.
- Staff lacks strategic guidance, and also due to the recent budget cuts current staff morale and motivation have not been up to the challenge of becoming a centre of excellence.

Recommendations:

The review commends that appropriate measures are being taken by IBE to increase capacities and to restore staff confidence, morale and productivity. Among other things these should include a clear and regular communication to all staff about IBE's current situation and the envisaged future of the Institute. To implement the new organisational and staffing structure that resulted from the recent HR review⁴⁵ a competency mapping of available in-house expertise, a matching exercise of individual and joint responsibilities in line with the needs of the future strategic directions, as well as searching for the missing elements from outside via recruitment, staff exchange or secondments in particular of senior expert positions as well as the longer term assurance of adequate funding sources is recommended.

IBE should find ways for strengthening its critical mass of in-house expertise on areas that are in line with the overall strategic focus and directions of the Institute in few strategically selected themes. This should support reducing the level of fragmentation of the work programme in combination with focused fundraising efforts and, very importantly, reach out for external expertise for example via secondments of senior professional staff from governments or other international organisations to IBE.

⁴⁵ An important HR review has taken place in 2012 in order to revise the organizational and staffing structure. The report and the new organizational and staffing structure were presented and approved by the IBE Council in January 2013. Growth in expertise is planned to be ensured via PA contracts (contracts which offer more flexibility but less long term stability).

4.2. Management

A strong leadership team with a combination of academic and managerial skills as well as political outreach, fundraising and partnership skills has proven to be a key element for small Institutes such as IBE. The current leadership requires further strengthening as several stakeholders and donors will need to be reassured of the Institute's efforts in becoming a Centre of Excellence through an effective leadership team in place.

As shown in IBE's historic context as well as in the examples from other Institutes, a strong leadership team that complements each other with outstanding personal and professional qualities is decisive for the functioning of an Institute and has a direct impact on the performance of the Institutes as a whole. The Director position is a key factor for the reputation and credibility of a small Institute such as IBE. As it was already highlighted in the Rapid Organization Assessment⁴⁶, if IBE is to become a CoE, both the leadership and management of the Institute need to be reinforced.

The IBE Director is appointed by the DG on recommendation of the IBE Council (following the recommendations of the final candidates by a selection panel established by HR and the ADG/ED). The DG represented by the ADG ED is also responsible for the performance assessment of the Director, and may take suggestions of the Board into consideration. As a result of the functional autonomy of the Institute, the Director carries additional responsibilities compared to other ED sector managers. The IBE Director carries full responsibility for both, the administration and management of the Institute as well as the programme delivery and financial management including fund mobilization. (See Annex 4). The Director's performance, in terms of personal and professional qualities has therefore a direct impact on the performance of the Institute as a whole, and is thus linked to a reputational risk. Furthermore the highly specialized expertise required of the Institute Director and the need to regularly bring in new knowledge and ideas in order to ensure a world-class reputation of the Institute and its position at the cutting-edge of research and training would suggest a limited duration of an individual's appointment to this position. Nonetheless, the Statutes of IBE do not foresee a term limit for the Director's position.

The current Director has taken up the position in February 2007 following the sudden death of her predecessor Cecilia Braslavsky in 2005, which had left the Institute without a Director for two years. With a background as a highly recognized academic and researcher and specialist in comparative education and curriculum reform, with an extensive and rich network in particular in LA, East-Asia, and internationally, overall the Director has proven her strong technical qualities. However, a number of stakeholders perceived that the requisite strategic leadership and management capacities have not been sufficiently present at the Institute and were weakened by the longstanding vacancy in the deputy director position. Efforts are now underway to reinforce support to the Director through one project appointment⁴⁷ and by filling the Deputy Director position with the aim to reinforce leadership as required for directing and managing an Institute that is going through a challenging reform processes within the current difficult circumstances. Additional operational responsibilities, the reform process and contributing to and managing the working group of the CoE have been added to the regular responsibilities of IBE's management such as internal management issues, outreaching to partners and fundraising.

Since early 2012 the working group established with the aim to develop a roadmap for the implementation of the COE strategy has been providing a lot of support and guidance to the Director and Member States have been expressing satisfaction with the progress considering the current constraints. With the help of the working group the Institute has taken first step towards reform and developed individual strategies on fundraising, partnership building and visibility and

⁴⁶ Rapid Organization Assessment of UNESCO's IBE, Summary Report, MANNET 10 July 2011.

⁴⁷ One P5 PA, position has been recruited with funding assured for an initial period of 1 year.

communication. These strategies together with the various assessments⁴⁸ undertaken in preparation of the strategy clearly highlight the major challenges the Institute is facing. The working group is at the same time an important democratic device to build support and consensus from Member States. However, despite a number of positive developments, such as the approval of the workplan for implementing the strategy that was developed by IBE, in operational terms still few concrete steps have been taken towards the actual implementation of the strategy and the capacity to execute remains a challenge.

The following issues of concern need to be clearly highlighted:

- Both strategic leadership and management have been an issue at the Institute over a long period which has been increasingly critical to stakeholders, thus bringing a reputational risk for IBE and UNESCO.
- Unless a major joint effort is undertaken by all stakeholders to reposition the Institute and equip it with the required capacities and resources that enable it to achieve visible and convincing results i.e. achieving confidence within the UNESCO network and by donors, it will remain challenging for IBE to move towards becoming a CoE. The immense efforts put into the strategy for making IBE a CoE will need to go in hand with the capacity to execute, which currently remains a major challenge.

Recommendations:

The review commends that in addition to the recent filling of the P5 position there are considerations to appoint an additional senior profile. Such a position should focus on strong managerial, partnership and fundraising skills and be dedicated to the strategic and political negotiations and outreach responsibilities that the Institute will need to concentrate on over the coming years. It should be based on the recommendations of the new organizational and staffing structure.

Given the rather unique and critical responsibilities of an Institute's Director, as well as the need for bringing in new knowledge and ideas in order to ensure a world-class reputation of the Institute and its position at the cutting-edge of research and training the UNESCO senior management should consider introducing a term limit to the Director position in order to promote good governance and optimal performance measured against a results based accountability framework.

4.3. Planning, Monitoring, Reporting and Evaluation (Accountability)

IBE's planning, monitoring, reporting and evaluation culture still has to mature. There still needs to be more attention to improving its planning, reporting, monitoring and evaluation tools and mechanisms and to the establishment of a results framework (theory of change) that depicts the Institutes logic of intervention as well as to organizing its activity and decision making processes in the spirit of a results based management.

The previous evaluation and various more recent assessments affirm that IBE's capacity to demonstrate results has remained very weak. Currently it appears that despite the focus on internal reform and restructuring, and the implementation of the CoE strategy in-depth results based reflections beyond the output level have not yet become common practice. For example the IBE Annual report 2011 mainly provides descriptions of activities and quantitative measures (such as numbers of participants in activities, professionals trained, increased number of member of the CoP, number of downloads from the IBE website) as the Institute's major achievements.

⁴⁸ In preparation of the CoE strategy the Institute has undergone a Programmatic review, and a Rapid Organization Assessment, as well as an External Audit in 2011. A working group, composed of representatives from the IBE management, the ED sector as well as Swiss and Norwegian authorities has been established for the implementation of the strategy.

IBE has so far not developed a results framework (see model of IIEP) or a theory of change on the basis of which to identify what it wants to achieve, the levels of its interventions and the appropriate indicators to monitor and measure the achievements at the different results levels.

There has also been little progress in developing monitoring frameworks for IBE's programmatic activities. Monitoring and reporting is mainly restricted to entries into SISTER (and FABS), reporting to the Governing Board and (partly in SISTER) to UNESCO Headquarters (as well as occasional reports to funders). There is however no systematic approach at IBE for data collection and monitoring of activities, output and outcomes which allows for systematic reporting on the work programmes and progress towards strategic results.

A better analytical framework to inform on and demonstrate results would therefore be required in particular to be in a position to make stakeholders and donors aware of the past achievements and to convince them of the future potential of the Institute. In particular there are a number of extrabudgetary projects that have produced important results but are not sufficiently visible to donors.

Compliance with SISTER and FABS requirements has improved but comparison between data provided by the Institute and the central reporting in SISTER and FABS continues to reveal significant gaps. Especially the reporting of extrabudgetary activities in FABS has been very limited. Reporting in SISTER is becoming more comprehensive but still lacks detailed information on implementation strategies as well as outputs and outcomes.

Recommendations:

IBE should improve the consistent and correct use of UNESCO tools such as SISTER and FABS. The information in these systems should clearly and comprehensively capture the Institute's work programme and (progress towards) results and help the Institute as a framework for making its results available to stakeholders.

IBE should improve its internal management information and monitoring system and strengthen its capacity for RBM.

4.4 Governance

The IBE Council with its 28 members is perceived as too heavy to function as an efficient governing body for a small Institute such as IBE. Furthermore the size and rules of procedures together with the prevailing political representation of its members makes it appear dysfunctional as a governing body; the working group established in preparation of the CoE strategy is currently addressing the issue and respective changes in the IBE's statutes are recommendable.

IBE's statutes foresees a governing body, i.e. the IBE Council that comprises 28 member states of UNESCO designated by the GC for a terms of 4 years, with a maximum of 2 consecutive terms and led by a President. Members are chosen as representatives of their countries among eminences in the field of education, and not as in other Institutes for the specialized profile in the field curriculum or quality of education. A President and 5 Vice-Presidents constitute the Steering Committee of the Council which meets once a year between the Council sessions. Different to the other Category I Institutes, the Council uses 5 working languages i.e. the same working languages of the General Conference.

Most stakeholders agreed that the IBE Council in its current composition and working mechanism is not in proportion to the size of the Institute,⁴⁹ and thus risks being dysfunctional, triggering heavy procedures and a heavy administrative and financial burden which can conflict with the provision of the strategic guidance and advice to be provided by a governing body. In particular there is agreement regarding the need for extending the council membership to technical in addition to political representatives and that overall the size of the Council needs to be reduced. The working group established in preparation of the CoE strategy is currently addressing this issue and preparing a reform proposal for the IBE Council;

Despite the current alarming budgetary and critical staffing situation (see the relevant chapters) of the Institute as well as a number of other critical issues highlighted in the CoE strategy and the preceding assessments, Council discussions have mainly followed the standard protocol of reporting and acknowledging achievements and despite the discussions on the implementation strategy for making IBE a Centre of Excellence the discussions could have gone into more depth on the most critical substance issues, such as to find the potential strategic focus or the niche of the Institute or on how to provide the most adequate support to manoeuvre the Institute through this difficult period. Nonetheless the review acknowledges that the IBE Council and the leadership of the IBE Council President have (despite its large size) demonstrated a strong leadership and seriousness in undertaking the reform approved by the General Conference on making IBE a CoE. Although major challenges remain, important work has been accomplished to set an adequate basis for the reform⁵⁰.

There are a number of critical issues concerning the Council in its current composition, size and proceedings that require further consideration:

- The Number of Council members is too large compared with other Institutes⁵¹ and in comparison to the size of the Institute (actually the double of other Institutes governing bodies and nearly 3 times the number of IBE senior professionals);
- The membership requires extension to specialized technical experts in curriculum issues, in order to improve the quality and depth in the discussions and steer the Institute's strategic agenda;
- The preparatory work for the Council is rather heavy (considering the number and type of reports and six working languages) and takes an important part of IBE staff's time and resources, (i.e. up to six months preparation for the few professional IBE staff members).
- The cost of the Council session appears excessive compared to other Institutes and in proportion to the overall budget of IBE, and there is room for extensive review to ensure better efficiency and value for money (e.g. travel and subsistence for large number of Board members, documentation to be produced is far too extensive and the translation into five working languages does not seem efficient in particular in times of the current budgetary restrictions and cost efficiency measures should be applied also to the organization of the council). Overall the total cost of the IBE Council session amounts to 180 K USD, which is close to 5% of the overall budget, compared to 0,4 % in IIEP or 2,15 % in UIL;

Recommendations:

Revise the IBE Statutes, with regard to the composition, the size of the Council members, the number of working languages and seek measures to introduce more cost effective mechanisms such as online

⁴⁹ In particular when considering that the number of 28 IBE Council members is by far exceeding the number of currently 17 staff members

⁵⁰ see 62nd session of the IBE Council, Proceedings and Decisions

⁵¹ Other ED sector Category I Institutes have governing boards between 12 and 13 members, which are subject to review.

fora and discussions, video conferencing in preparation and follow up of the council sessions. (see examples of IIEP, UIL)

*In regard to the size of the Council good common practice should set the benchmark. There is no optimal Board size but good practice suggests a Board size of 6-9 members as appropriate for an Institute of IBE's dimensions. Larger Boards with Memberships of more than 10 are more likely to become dysfunctional and lose cost effectiveness. IBE jointly with ED sector should review the size of the Board in line with best practices.*⁵²

The Oversight role of the Board should be further strengthened by focusing the agenda and include in-depth discussions on the following issues:

- Flagging issues of strategic coherence and focus of the work program*
- Flagging issues of quality assurance and control of IBE's activities and outputs*
- Flagging issues of staffing, budgeting and management*
- Sharing innovative ideas and identifying opportunities within IBE's mandate*

5. Financial Sustainability

Given its high dependency on the UNESCO HQ contribution, the recent cuts of 31 % hit IBE's financial stability rather hard. In addition there has been a decline in voluntary contributions in 2010 that further contributed to the currently critical financial situation of the Institute. IBE's limited implementation capacity and the lack of its ability to demonstrate results further led to some Member States reluctance to invest in the Institute. With an already diminished reserve position by beginning of 2013 there is a high risk that the Institute could find itself in significant financial difficulties by the end of 2013. Nonetheless, a recent contribution from Norway is interpreted as a positive sign.

A brief description of the financial situation of the Institute shows that the financial sustainability of the Institute is quite precarious, and expected to become very critical by the end of 2013.

The budgetary evolution shows that IBE is increasingly dependent of HQ despite the ambition for more financial and administrative and technical independence. The UNESCO contribution has been relatively stable over the last biennia with USD 4.8 million until the 2010/11 biennium (i.e. close to 50% of the overall budget) and given its high reliance on the UNESCO contribution the 31 % budgetary cut for 2012 has affected the Institute significantly. In the current situation of a reduced RP budget scenario for the 36 C5, only USD 1.73 million instead of the approved USD 2.5 million was allocated to the Institute, which does no longer cover (i) its liabilities for UNESCO fixed term staff contracts, amounting to USD 2.13 Mill in the reduced budgetary envelope for 2012 and exceeding the allocation by 23% nor (ii) the running cost of the building that is UNESCO property and hosts not only IBE but also Geneva Liaison Office.

At the same time IBE experienced a decline in voluntary contributions in particular from governments⁵³. From USD 1.3 million in 2008, these were falling sharply by 39% in 2010 to 0.88 million and further to USD 0.76 million in 2012, which further contributes to the Institute's very critical financial situation. A low degree of trust in IBE's implementation capacity and the lack of its ability to demonstrate results led to some Member States' reluctance to invest in the Institute. At the same time donors did not perceive that there is a strong support from HQ to the Institute.

⁵² See 62nd session of the IBE Council Proceedings and Decisions: important decision taken about the IBE Council to comprise twelve member states elected by the General Conference.

⁵³ Traditional core donors are Switzerland, Sweden and Spain, the regular contribution from Sweden was discontinued as of the 2010/11 biennium, while Switzerland and Norway committed for a 3-year multiyear funding as of 2012 of 6000.000 CHF and USD 700.000 respectively per year.

Although they expect the Institute being given more autonomy it is presumed that UNESCO as the lead agency in Education should better demonstrate its strong support to Institutes that should play a key role in priority areas of its mandate.

The deficit produced by these budgetary reductions will mainly have to be covered by the IBE reserves⁵⁴ and may require reviewing and postponing a number of activities. In the 2012 budgetary prospective the budget for programme activities was cut by half and IBE reserves amounting to USD 1.47 million by the end of 2011 were reduced to an estimated 504 Million by the end of 2012. Considering the diminished reserve position by beginning of 2013 there is a high risk that the Institute could find itself in significant financial difficulties by the end of 2013, especially as IBE reserves will have to be used for operating and staff costs of the Institute that are not covered by the voluntary contributions or other earmarked funds for programme activities. For this reason, the IBE has requested short term support from the UNESCO emergency fund in order to find more sustainable solution over the medium-and longer-term.

Switzerland financed the development of the strategy with 70,000 CH for making IBE a CoE but expects other funding sources to be mobilized for its implementation. The implementation of the CoE strategy is budgeted for an additional approximately 2 Million over 3 years that are expected to be covered by an ambitious resource mobilization plan.

As highlighted in the recent 2011 external Audit⁵⁵ report 'IBE is the only one among Education Sector Category I Institutes that is so heavily dependent for its resources from HQ with (by then) 56% in 2010,⁵⁶ compared to 35% for the best funded Institutes.' The report further highlighted "...that this percentage would further increase to 74 % if considering the in kind contribution through the use of their UNESCO premises in Geneva."⁵⁷ IBE uses UNESCO premises⁵⁸ of approximately 2,400 m2 considered as an in kind contribution of approximately USD 762.000 that contributes adding to its budget. However the premises seem underutilized as they are not in proportion to the current size of the Institute. Despite some office space is shared with the Geneva Liaison Office, and some offices rented out, the current infrastructure does not seem to be utilized in the most efficient manner.

Except a peak in 2008/09 due to the organization of the ICE, the overall amount of extrabudgetary resources that were raised by IBE has been relatively low in the recent biennia, and amounted to little more than USD 500.000 in 2011 and a projected USD 600.000 for 2012, which gives a ratio of regular programme activities to extrabudgetary activities of 1: 0, 2. Furthermore extrabudgetary resources that are earmarked resources for specific project proposals brings the risk of an unbalanced approach in regard to IBE's geographic and thematic priorities vis-a-vis its limited capacities when accepting specific funding of projects requested by an individual donor.

The following are the main budgetary concerns in particular as of 2012:

- As explained above, there is insufficient core UNESCO budget to cover the payroll of UNESCO posts;⁵⁹ although in principle this may not appear as a problem, it is a major point of concern

⁵⁴ Paragraph 19 of the Proceedings and Decisions of the 61st session of the IBE council (UNESCO/BIE/C.61) Proceedings and Decisions) notes that "the 31 % reduction of the financial allocation from UNESCO will produce a deficit in the budget of IBE, mainly covered by the reserves".

⁵⁵ 187 EX/35 Part II, part II Audit report on the International Bureau of Education (IBE)

⁵⁶ This proportion has changed since, considering that in 2010 Sweden had stopped contributions to IBE to follow their own country priorities and it does not reflect recent new contributions from member States.

⁵⁷ Premises (2,400 m2) were purchased by UNESCO in 1984 with the help of the Swiss Federal Authorities, who covered CHF 2,255,300 out of CHF 6,255,300 and offered an interest-free loan for the balance.

⁵⁸ This is an IPSAS accounting mechanism to account for the value in rent but it is not money given to IBE. It is added and subtracted, so the 74% is a bit misleading as a real contribution.

⁵⁹ In 2012 two posts have been closed to reduce the salary cost in fix term contracts.

when considering the relatively low percentage of core funding from other sources (i.e. approximately 26 % ⁶⁰and which is not foreseen to cover staff costs);

- Given the recent severe budgetary reductions there is very limited funding for operational costs and temporary posts, while the Institute needs to ensure the coverage of administrative and staff costs;
- Extrabudgetary funding has been limited in recent years; in 2011 and 2012 the extra budgetary resources amounted to USD 500.000 and 600.000 respectively.⁶¹
- The Institute has not been factoring in the establishment and increase of a stabilization reserve and a major part of the current available reserve is going to be used up to cover organizational management and the deficit in staff cost. Unless IBE is successfully raising additional extrabudgetary funds the level of its reserve position will be alarming by end 2013.⁶²
- A lot of concerns have been expressed by stakeholders regarding IBE's resources. At the time of the review IBE did not elicit strong trust and its capacity to deliver was doubted by stakeholders, which appeared as a challenge to the resource mobilization plan developed in the working group for making IBE a Centre of Excellence.

Recommendations:

IBE should carry out a better risk analysis in particular in view of the use of its stabilization reserve, and develop different funding scenarios based on both (optimistic and pessimistic) assumptions.

The review commends the development of the resource mobilization plan for IBE. This should be supported by a focused fundraising strategy for IBE in particular to obtain non-earmarked core funding. For this purpose IBE should also introduce a yearly donors' day to strengthen its visibility and support fundraising.

IBE should consider options for renting out a greater part of the IBE premises.

Overall, there should be reflections by the ED Sector on how to best invest the overall budgetary envelope among Institutes, suitable criteria for allocation of funds should among other be performance based, to reward success and to foster striving for excellence.

6. Host country arrangements

The host country government is highly committed to maintain IBE in Geneva and strongly supports the Institute's strategy of becoming a Centre of Expertise. However, there are also high expectations towards UNESCO in particular with a view to strengthening IBE's leadership and for obtaining financial support from UNESCO and other Member States.

The Agreement between UNESCO and the Swiss Government has been established by exchange of letter (25 Feb 1969). Given the importance of IBE's mandate as well as due to its historic background Swiss and Geneva authorities have voiced their special interest to keeping and supporting the IBE in Geneva. As all the Category I Institutes IBE's financial stability is very much depending on the support of the host country.

⁶⁰ 2010-11 biennium

⁶¹ Additional extra budgetary funding of 3 Mill USD over two years has been awarded in February 2013 through the GPE funding proposal.

⁶² In addition the maintenance of premises with a decreased allocation needs to be solved over a longer term, this is a cost difficult to transfer to donors for which the funding comes from Development Agencies and is established as contribution to programme.

The Swiss Authorities have maintained and slowly increased their contribution over the last biennia and committed to contribute core funding of USD 600.000 per year until 2014. However, there are also high expectations linked to this commitment, i.e. the host country is among other expecting UNESCO to further strengthening IBE's leadership, maintaining the ICE in Geneva and considers the successful implementation of the CoE strategy as well as the need for IBE to reach out to other donors who are motivated to equally contribute to revitalizing IBE, as preconditions. Switzerland who has financed the development of the strategy expects IBE to mobilize the necessary resources for its implementation.

On the other hand the support from Switzerland as a host country may be considered as relatively minor if compared to the support for other Category I Institutes from their respective host governments. While Switzerland has slightly increased its support to IBE, the Swiss authorities currently allocate higher amounts to UIL and IIEP as a sign of their appreciation of these Institutes' achievements. Furthermore the cantonal authorities in Geneva do not assure regular support to IBE, whether in kind or in cash (unlike the City of Hamburg for example for UIL), although there are many potential benefits for hosting the Institute, in particular during the years of the ICE. The cost of living in Geneva is high, and the appreciation of the Swiss franc has further weakened the financial position of IBE. Without a considerable strengthening of the regular Swiss contribution to IBE, UNESCO may need to reconsider potential trades-offs in the Institute's location.

In addition, the fact that IBE is housed in UNESCO owned premises is also a very unusual situation compared to all other Category I Institutes being offered free premises and maintenance by the host country. Under the current circumstances there seems to be little room for re-negotiating the host country agreement with a view to the provision of premises for IBE, however Switzerland may be open to other ways of supporting the Institute, such as staff secondments.

Recommendations:

There is an urgent need to engage in a strategic negotiation process with the Swiss authorities, with a view to establishing a closer relationship and the increased visibility of IBE at the Swiss national level. There should be considerations to reach out to other national stakeholders who have a potential interest in supporting the Institute, such as Ministry of Foreign Affairs in Berne, with the aim of negotiating a potentially increased core or programme support from the Swiss government. UNESCO senior management should be aware and where appropriate be involved at the highest political level.

There is a need for IBE to strengthen relations also with other cantons (the minister of education of Geneva is the chair of the group of cantonal ministers and could facilitate this). Like UIL, IBE could also do more to showcase the ties between IBE and Switzerland and the benefits that IBE brings to the host country, for example by organizing special events and /or by developing a targeted brochure for the host country government and other relevant stakeholders in Geneva and beyond.

Concluding remarks and overall recommendations

Significant efforts have been invested in the advancement of the implementation of the strategy, and IBE's transition process in becoming a Centre of Excellence. However its success is subject to several risks in view of the current critical challenges and the alarming financial and critical staffing situation the Institute is facing. As foreseen in the implementation plan for the Strategy of becoming a CoE the Institute should first and foremost strengthen its strategic focus, and align its resources and its capacity to deliver while striving for highest quality of its services. It will need to improve in demonstrating its achievements for obtaining global recognition in the area of its mandate, convincing donors to invest and consequently being recognized as a Centre of Excellence as the result of its efforts and demonstrated excellence.

With a view to becoming a Centre of Excellence, IBE should strive towards becoming a proactive forward-looking Institute that drives the curriculum agenda at the very top end and with a focus on the policy level. It needs to lead the discourse on latest trends in curricula and rely on strong and reliable networks for the implementation at downstream level. Overall, the Institute should become the centre of in-depth professional excellence – at global and regional level and work complementary to the UNESCO network such as field offices that do not have the mandate to do policy relevant research, or capacity building.

Over the short term during this transition period IBE needs to demonstrate leadership and results and show within a given timeframe that it can fulfill the criteria that define a Centre of Excellence. A strong focus on the core of curriculum work is needed by acting as a focal point and coordinator for all of UNESCO's curricula work and by leading the discourse on curricula; to convince donors and ED sector that IBE continues to be the most adequate delivery modality of UNESCO's mandate in curriculum reform.

Given the current critical situation in regard to several aspects of the Institute, continuation at the status quo would be the worst scenario. The efforts and reform proposals developed to some extent with the help of the working group are already going into the right direction. Following the numerous assessments, and in-depth diagnosis and based on the enormous reform efforts already undertaken, the new strategies developed and guidance provided by the Council and the working group for implementing the strategy, it is now the time to act upon the recommendations and to step into and successfully implement the new strategies that were developed. This will require concerted action and close support from all concerned stakeholders, i.e. IBE and its governing body, the UNESCO ED sector, the host country and Member States.

As a result of this review however different options may need to be considered for the medium and longer term future of the Institute, conditional on the success of the current reform process. The current review reaffirms the importance of the measures laid out in the strategy, which are in line with the review's recommendations. The recommended scenario for UNESCO support is to maintain the current level of funding in the short term and pending assessment of achievement of the targets defined in the implementation plan of the Strategy to revise the allocation. In case IBE does not meet these targets, UNESCO should reconsider the conditions of IBE's status as a Category I Institute, e.g. by exploring alternative solutions with the host country. In case of IBE is meeting the targets, given the current relatively high allocation of financial resources to IBE (the highest compared to its total size), UNESCO should nevertheless consider revising its financial allocation to IBE in the future.

Annex 1

Approach paper Review of Education Category I Institutes

Background

This note lays out the methodological approach to be applied in the review of Education Sector Category I Institutes.

Category I Institutes are an integral part of the Organization and as such significant elements of UNESCO's network. They serve in their fields of specialization as international reference centres and poles of expertise with the aim to provide services and technical assistance to Member States, cooperation partners and also to the network of UNESCO Field Offices. In this context, the Education Institutes are expected to contribute directly to attaining the objectives of UNESCO's education programme (Major Programme I), and more specifically to implementing the Dakar Framework for Action on Education for All (EFA) in line with the fields of expertise defined for each Institute (referred to in 31 C/5, article 01300).

There are currently six Major Programme I Category I Institutes with diverse subject specific expertise:

- International Bureau of Education (IBE), Geneva, Switzerland, specialized in development of curriculum policy, contents and methods;
- International Institute for Educational Planning (IIEP), Paris, France, specialized in the reform and reconstruction of education systems, and the promotion of relevant policy, planning and management capacities;
- Institute for Lifelong learning (UIL), Hamburg, Germany, specialized in adult and continuing education; (former Institute for Education)
- Institute for Information Technologies in Education (IITE), Moscow, Russian Federation, specialized in the application of information and communication technologies in education;
- Institute for Higher Education in Latin America and the Caribbean (IESALC) Caracas, Venezuela, specialized in higher education in Latin America and the Caribbean;
- International Institute for Capacity-Building in Africa (IICBA), Addis Ababa, Ethiopia, specialized in education capacity-building in Africa;

The principles and guidelines for Category I Institutes are set out in the overall strategy for UNESCO Institutes and Centres and their Governing Bodies in the documents 33 C/19 and 171 EX/18 and clearly specify performance expectations for Category I Institutes and Centres, especially with respect to serving as centres of excellence and providing technical support and expertise in their area of specialization.

In the period 2004/2005 evaluations of 6 ED Category I Institutes and 2 Centres have been carried out and the biannual evaluation report on the activities and results of Major Programme I Institutes and Centres was presented to the 174th session of the Executive Board (174 EX/20). The latter document underlines major achievements and challenges and, among other things, recommends strengthening of the Institutes' research function, the improvement of mechanisms and processes to enhance the coordination between Institutes, HQ and the wider UNESCO network, as well as clarifying the Institutes' responsibility to reduce actual/potential overlaps in mandates among Institutes, with Field Offices, and with the ED sector at HQ.

Purpose

This review responds to the requests by the General Conference 30 C/ Resolution 83 and Executive Board 160 EX /Decision 6.4 for a periodic review of decentralized bodies and for submission of a

biannual evaluation report on activities and results of all UNESCO decentralized bodies in the framework of UNESCO's decentralization reform. It also responds to the Director-General's advice to the 36th session of the General Conference, whereby she noted that during the preparation of the strategy to make IBE a centre of excellence, 'it became apparent that all Category 1 institutes are facing challenges to varying degrees, in programme coordination, administration, staffing and financing'. It would therefore be advisable to undertake an internal evaluation to address these challenges and to ensure that all Education Category 1 institutes contribute to UNESCO's education programme in an integrated way, while maintaining their functional autonomy (36 c/18 addendum, para. 7).

The 36 C/5 Evaluation Plan foresees the review of 6 ED Category I Institutes with the aim of following up on the findings and implementation of recommendations from the 2005/2006 evaluation. A summary report of findings and recommendations shall be presented at the 190th session of the Executive Board in the fall of 2012 (tentatively). Based on these recommendations, IOS and the Education Sector will propose concrete solutions to address the key issues identified and submit them to the appropriate authorities for action. The results of the summary report, in particular in relation to any systemic issues that are identified, shall also feed into the framework of current UNESCO reform efforts.

Scope

The review will cover the following Institutes:

- International Bureau of Education (IBE), Geneva, Switzerland
- International Institute for Educational Planning (IIEP), Paris, France
- Institute for Lifelong learning (UIL), Hamburg, Germany
- Institute for Information Technologies in Education (IITE), Moscow, Russian Federation
- Institute for Higher Education in Latin America and the Caribbean (IESALC) Caracas, Venezuela
- International Institute for Capacity-Building in Africa (IICBA), Addis Ababa, Ethiopia

A key defining factor shaping the scope and approach is the current budgetary restrictions the Organization is facing. This affects the present review in two principal ways:

- 1) The review approach: IOS in consultation with the Education Sector have opted for a low-cost review approach instead of a more elaborate evaluation approach. The two differ in terms of costs, depth of analysis and methodological approach. In contrast to an evaluation model, a review approach does not involve elaborate and externally commissioned evaluative exercises, but constitutes a series of rapid assessments of key aspects of concern to decision makers.
- 2) The content and scope of the review. Given the current budgetary pressures, the review will prioritize those elements which directly relate to the Institutes' achievements on the core mandate of the Organization.

Given the above, the review will focus on the following aspects:

- 1) the progress in follow-up of the evaluation recommendations resulting from the evaluation carried out in 2005/2006, in particular in relation to the following criteria:
 - i. the relevance and scope of Category I Institutes' activities to UNESCO's programme priorities in the field of education
 - ii. the results achieved in the previous two biennia (including indications of geographic remit and scale)
 - iii. the quality of interaction and coordination with HQ and the UNESCO network in regard to planning, programme implementation, monitoring,

- reporting, evaluation, and communication, with a view to providing mutual support and accountability and to avoid potential overlap
- iv. the available financial resources (RP versus XB; quality and type of XB funding) and financial sustainability, including staffing (e.g. taking into account a minimum operating scale for effective operation)
 - v. the quality of organizational management
 - vi. the available human resources (including profiles, types and levels of staff contracts, terms and conditions)
 - vii. the quality of the operational environment (e.g. the host country arrangement)
 - viii. the composition and functioning of Governing Boards (e.g. efficiency and effectiveness).
- 2) the progress in the implementation of the overall strategy for Category I Institutes and Centers (2005/2006), covering aspects such as:
- i. strategic planning and monitoring frameworks developed by the Institutes, including results-based planning and reporting mechanisms
 - ii. performance on the 5 core functions of UNESCO (capacity building, laboratory of ideas, clearing house, standard setter, catalyst of international cooperation)
 - iii. visibility, outreach and communication.
- 3) the extent to which the Institutes can make a significant contribution to UNESCO's mandate in the future and how UNESCO can better capitalize on the capacities of Category I Institutes.

Methodology

An evaluation design matrix will be constructed to fine-tune the abovementioned aspects and align them with the appropriate methods for data collection and analysis.

The following methods will be applied:

- *Document Review* (in particular a targeted analysis of the 2005 EXB Summary Report and the individual evaluation reports from the earlier exercise), building upon the systemic issues identified in the previous evaluation
- *A self-assessment* matrix filled out by senior management of the Institute
- *Field work for validation* of the self-assessment matrix and *semi-structured interviews* with key staff from Category I Institutes and (to the extent possible) relevant external stakeholders
- (Possibly the use of) *Online Surveys and/or telephone/skype interviews* to cover a larger network of key stakeholders, partners and beneficiaries
- *Validation of findings and quality control* by an external expert

Annex 2:

List of key stakeholders consulted for the review

- ADG Education Sector (HQ)
- Executive Office (EO) of the Education Sector (HQ)
- Category I Institute focal points within UNESCO's Education Sector (HQ)
- Directors and Programme specialists of UNESCO's Education Sector (HQ) of relevant divisions/sections/Institutes collaborating with IBE
- IBE Programme staff and Administrative Officer (AO)
- Director of IBE
- Chairman and representatives of the IBE Council
- Implementing partners of IBE (NGOs, government, multilateral partners, other UN agencies, academic partners,...)
- Representatives of local and host country governments
- Representatives of UNESCO National Commission

Annex 3: List of key documents consulted

IBE specific documentation:

- IBE's Statutes and Foundation Texts
- Proceedings from and documentation submitted to the IBE council (programming, planning, budgeting documentation and financial statements)
- UNESCO General Conference (36 C/Resolution 10) and 60th session of the IBE Council, UNESCO/BIE/C.60/Strategy Centre of Excellence: Strategy to make the UNESCO International Bureau of Education (IBE) UNESCO's Centre of Excellence in Curricula and
- The implementation plan to the strategy to make IBE UNESCO's Centre of Excellence in Curricula and subsequent progress reports
- IBE's Medium-Term Strategy and other strategic documents (in particular the IBE Strategy and work plan 2012-2017)
- IBE's Annual and Biennial Reports of Activities
- IBE's website
- IBE's publications, communication and capacity building tools and material, events and conference proceedings
- Overviews of IBE's specific Achievements and Impact
- Previous internal and external assessments and other evaluation reports regarding IBE or its activities and programmes (in particular the review of future programmatic priorities in relation to the Strategy, a Rapid Organizational Assessment, as well as an External Audit in 2011 of IBE).
- IBE specific project documentation
- Planning and Reporting data on IBE available in SISTER and FABS

General UNESCO programming and reporting documents:

- Overall strategy for Category I Institutes and Centres, 33 C/19 and 171 EX/18
- Biennial Evaluation reports on the activities and results of all UNESCO decentralised bodies 174EX/20
- Report by the Director-General on the revised and completed principles and Guidelines regarding the establishment and operation of UNESCO Institutes and Centres (category I) and Institutes and Centres under the auspices of UNESCO (category II) 171 EX/INF.10
- Category I Institute-specific reports and relevant documents submitted to the UNESCO Executive Board and General Conference
- 34 C/4 UNESCO Medium-Term Strategy 2008 – 2013 (34 C/4)
- 35 C/5 UNESCO Approved Programme and Budget, 2010-2011
- 36 C/5 UNESCO Approved Programme and Budget, 2012-2013
- Preliminary drafts of UNESCO's Strategy for Education 2014-2021
- 36 C/3 and draft 37 C/3 Detailed Reports on the Activities of the Organization in 2010-2011 and in 2012-2013: Major Programme 1 Education
- 187/188/189/190 EX/4 Reports by the Director-General on the execution of the programme adopted by the General Conference and main results achieved during the 2010-11, and 2012-13 biennia
- Draft programming documents for 37 C/4 and C/5 and Final analysis of the replies from Member States and Associate Members, and from NGOs to the questionnaires on the 37 C/4 and 37/5
- Other various project documents and mission reports on UNESCO and Institutes specific activities in thematic areas within the Institutes' mandates
- Education sector Technical notes on different thematic areas of relevance to the Institute's mandate

Previous evaluations:

- Evaluation of UNESCO Strategic Programme Objectives (SPOs) 1 and 2
- Evaluation of the UNESCO Category I Institutes and Centres (consolidated synthesis report) 2005/2006
- The current review and previous evaluations of
 - the International Institute for Educational Planning, IIEP (including the evaluation of IIEP's research programme and a cost and effectiveness study of IIEP's training programmes)
 - the UNESCO-UNEVOC International Centre
 - the UNESCO Institute for Education, UIE (now UIL, UNESCO Institute for Lifelong learning)
 - the International Bureau for Education, IBE
 - the UNESCO International Institute for Higher Education in Latin America and the Caribbean, IESALC
 - the UNESCO Institute for Information Technologies in Education, IITE
 - the UNESCO International Institute for Capacity-Building in Africa, IICBA
 - the UNESCO's Institute for Statistics, UIS
- Evaluations of the UNESCO Regional Bureaux for Education and other relevant field offices
- Evaluation of the Category I Abdus Salam International Centre for Theoretical Physics (ICTP)
- Evaluations on specific thematic or crosscutting areas relevant to the Education Category I Institutes' mandate (e.g. Mid-term Evaluation of LIFE, TTISSA, ...)

Other, such as:

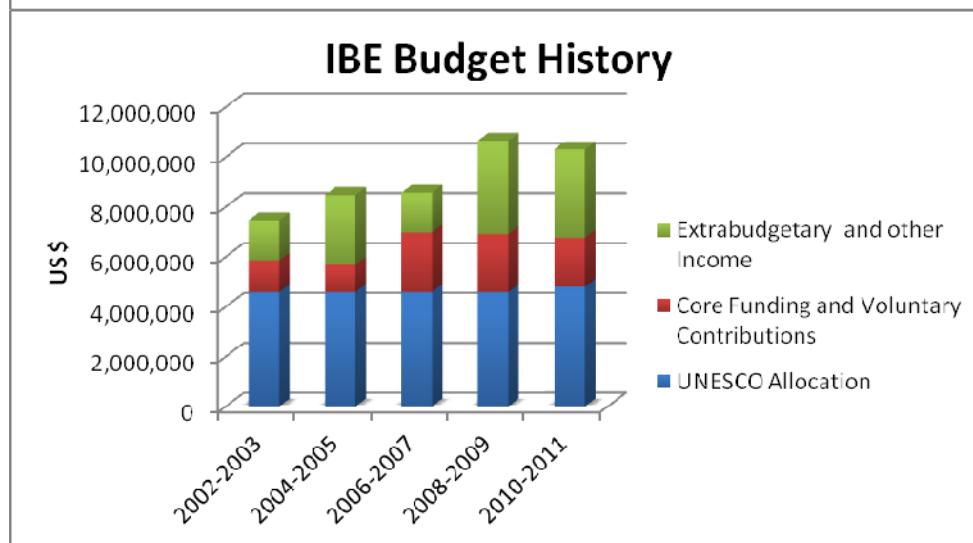
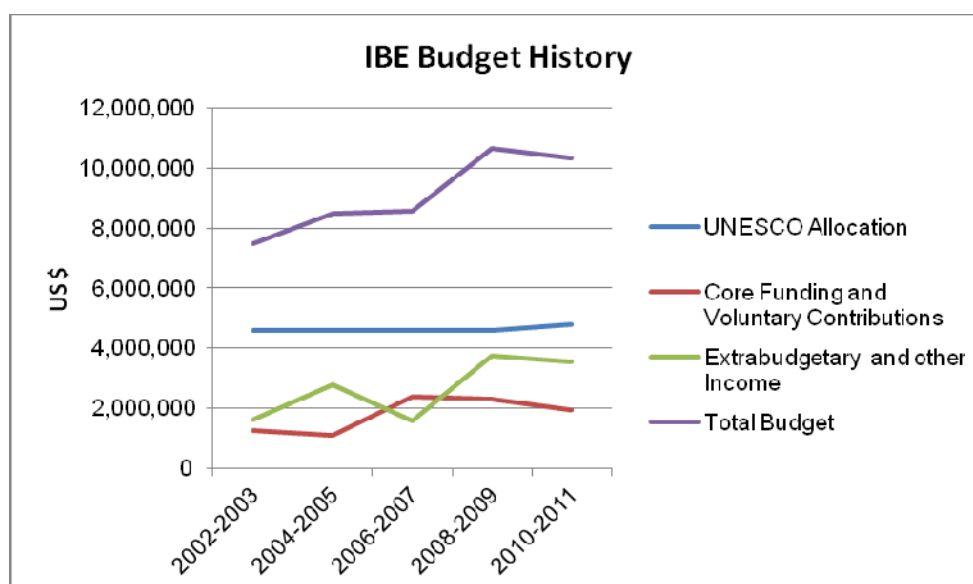
- Strategy documents of other international players in the field of education (e.g. World Bank education Strategy 2020, European Commission Strategic framework for European cooperation in education and training ("ET 2020"), OECD Innovation Strategy for Skills and Training)
- Reports from the UN Systems Task Team on the Post -2015 UN Development agenda

Annex 4: Financial data of IBE (source: Education Sector, 2012)

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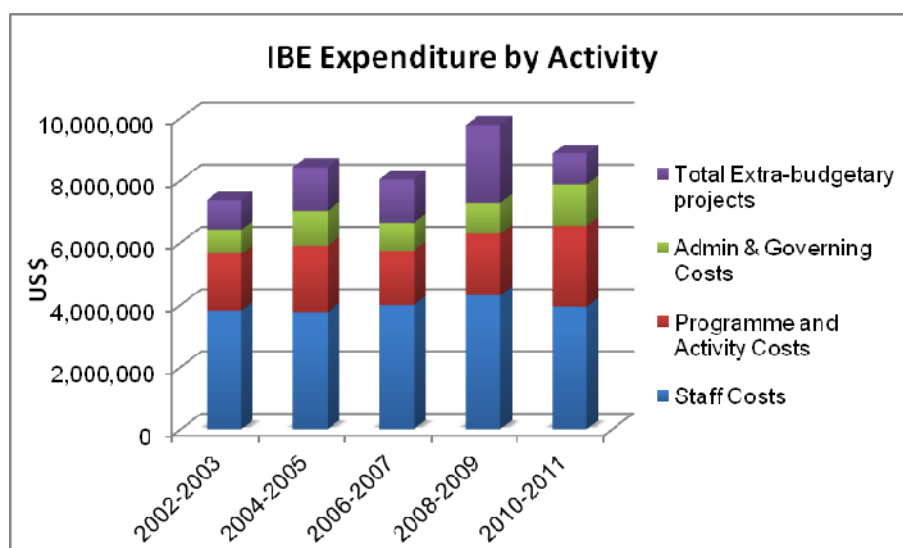
1. Budget history

	IBE Institute				
	2002-2003	2004-2005	2006-2007	2008-2009	2010-2011
UNESCO Allocation	4,591,000	4,591,000	4,591,000	4,591,000	4,800,000
Core Funding	1,266,812	1,089,554	2,385,073	2,324,685	1,960,747
<i>Main donors (in alphabetical order):</i>					
- France	-	-	-	-	-
- Israel	-	-	-	-	25,000
- Spain	-	-	-	480,323	644,591
- Sweden	434,904	298,929	1,389,719	820,778	-
- Switzerland	831,908	790,625	995,354	1,023,584	1,291,156
Extrabudgetary and other Income	1,608,720	2,795,139	1,590,936	3,740,552	3,546,882
Total Budget	7,466,532	8,475,693	8,567,009	10,656,237	10,307,629



2. Expenditure by activity, absolute figures in USD

IBE	2002-2003	2004-2005	2006-2007	2008-2009	2010-2011
Staff Costs	3,815,668	3,768,514	3,987,984	4,299,215	3,937,897
Programme and Activity Costs	1,820,659	2,122,701	1,750,705	1,979,460	2,595,866
Admin & Governing Costs	778,484	1,136,263	885,388	993,379	1,339,505
<i>IBE council (governing body)</i>	<i>89,261</i>	<i>139,709</i>	<i>168,954</i>	<i>224,216</i>	<i>350,803</i>
Total Expenditure	6,414,811	7,027,478	6,624,077	7,272,054	7,873,268
Total Extra-budgetary projects	940,034	1,389,700	1,405,214	2,502,078	983,795



3. Breakdown historic : total budget, UNESCO allocation as an absolute and as a % of total budget

	2002-2003	2004-2005	2006-2007	2008-2009	2010-2011
	Total budget UNESCO alloc (%)	Total budget UNESCO alloc (%)	Total budget UNESCO alloc (%)	Total budget UNESCO alloc (%)	Total budget UNESCO alloc (%)
IBE	7,466,532 4,591,000 61.5%	8,475,693 4,591,000 54.2%	8,567,009 4,591,000 53.6%	10,656,237 4,591,000 43.1%	10,307,629 4,800,000 46.6%

Annex 5: Excerpt from the IBE's Statutes

Functions of the IBE Council:

- (a) To draw up, on the proposals of the Director of the Bureau, the draft general programme and budget of the Bureau, for submission to the General Conference with the observations or recommendations of the Director-General and the Executive Board, and to take steps to ensure the consistency and complementarity of the activities foreseen in the draft general programme and budget of the Bureau with the other activities foreseen in the draft programme and budget of UNESCO;
- (b) to define in detail, within the framework of the programme and budget approved by the General Conference and taking available extra-budgetary resources into account, as appropriate, the activities to be undertaken by the Bureau. The Council shall supervise the implementation of the programme of activities of the Bureau and shall mobilize human and financial resources;
- (c) to approve the draft annual budget of the Bureau which is submitted to it by the Director;
- (d) to verify budget execution and the audited accounts of the Bureau and the report of the External Auditor of UNESCO relating to the Bureau;
- (e) to make proposals for the preparation and organization of sessions of the International Conference on Education;
- (f) to submit to the DG a list of at least three names with a view to the appointment of a director;
- (g) to submit to the General Conference at each of its ordinary sessions a report on the activities of the Bureau.

Excerpt of the Rules of procedure of the IBE Council

Section I: Composition

Rule 1

1. The Council of the International Bureau of Education (hereinafter called 'the Council') shall comprise twenty-eight Member States of UNESCO designated by the General Conference as provided in Article III of the Statutes of the International Bureau of Education (hereinafter called 'the Bureau').

2. Each Member State of the Council shall communicate to the Director of the Bureau the name of its representative on the Council and the names of its alternate representative and its advisers and experts.

Section VII. Languages

Rule 9

1. The working languages of the Council shall be the same as the working languages of the General Conference.

2. Any speaker may use a language other than the working languages of the Council on condition that he provides for interpretation of his remarks into one of the working languages.

Annex 6

36 C5 – first half of 2012 (excerpt from SISTER)

Expected Result N°1: Member states supported by putting at their disposal updated official curricula, learning, teaching and teacher training materials in English, French, Portuguese through the clearinghouse; and their specific requests and needs responded by providing them with customized service and technical assistance.			
N°	Performance indicator(s) (a maximum of three)	Means of verification (data source)	Programmed benchmark (on basis of baseline data if available (1))
1	- Number of documents analysed and added to the databank	- availability of official curricula, learning, teaching and teacher training materials, relevant materials in English, French, Portuguese	200 documents analyzed and added to the databank
2	- Number of specific request and needs responded	- specific requests and needs from users	100 specific requests and needs responded

(1) The baseline is to be indicated next to the benchmark in brackets.

Expected Result N°2: High level education staff, more specifically the persons in charge of the curriculum development and of the teacher training trained on HIV, sexuality education, gender, stigma and discrimination, human rights and their national curriculum, learning, teaching and teacher training materials adapted and improved based on the existing materials.			
N°	Performance indicator(s) (a maximum of three)	Means of verification (data source)	Programmed benchmark (on basis of baseline data if available (1))
1	- Number of education specialists trained	- list of participants - training contents and reports	60 curriculum developers/teacher trainers trained
2	- Number of national documents revised	- availability of national documents revised	15

(1) The baseline is to be indicated next to the benchmark in brackets.