



United Nations
Educational, Scientific and
Cultural Organization

Internal Oversight Service

IOS/EVS/PI/170 REV



Evaluation of the UNESCO Institute for Statistics (UIS)

IOS Evaluation Office

November 2018

ABSTRACT

UIS is the statistical office of UNESCO and the United Nations repository for comparable statistics in education, science and technology, culture and communication with the mission to 'provide statistical information [...] which helps decision-making in Member States and facilitates democratic debate'. Since 2015, the Institute faced the challenge that, while the framework underpinning its work on indicators and data had become more complex, i.e. the Sustainable Development Goals indicator framework, its financial situation had become more problematic. This has led to challenges to the sustainability of the Institute, not least its financial sustainability. In parallel to an audit, this triggered this evaluation to assess UIS' relevance, comparative advantage, possible funding models and, finally, its institutional set-up, management and physical location.

The evaluation found that, while UIS is highly relevant and has a clear comparative advantage pertaining to internationally comparable data in UNESCO's fields of competence, funding remains a critical issue: new opportunities have opened up, but they are insufficient and a sustainable solution is crucial if UIS is to play its envisaged leadership role in internationally comparable statistics. Coordination with UNESCO HQ and the Sectors is inadequate and staff morale needs improvement. To address this, IOS recommends that the Institute determine and cost its core data and indicator set and prioritise this as well as that it re-configure its Senior Management Team, so as to develop a new strategic message and fund-raising strategy; introduce contemporary management practices and urgently address the current work climate.

ACKNOWLEDGEMENTS

The Internal Oversight Service (IOS) Evaluation Office would like to acknowledge all who participated in and contributed to the evaluation. The evaluation was managed by Mr. Moritz Bilagher, Principal Evaluation Specialist, IOS Evaluation Office, and conducted by Mr. Geert Engelsman of JaLogisch Consulting. The support provided by Mr. Giacomo Tirelli, Assistant Programme Coordinator in the IOS Evaluation Office, was highly appreciated.

The Evaluation Office would like to thank all informants who have made this evaluation possible as well as those colleagues, inside and outside of the Organisation, who have provided feedback on the report. These include, in particular, the Director of UNESCO Institute for Statistics, Ms. Silvia Montoya.

Susanne Frueh
Director, IOS

Contents

ACRONYMS AND ABBREVIATIONS	I
PREAMBLE	II
EXECUTIVE SUMMARY	IV
MANAGEMENT RESPONSE	IX
MAIN REPORT	1
1. <i>Introduction</i>	1
1.1. Background	1
1.2. Purpose	2
1.3. Data collection and analysis	3
1.4. Limitations	3
1.5. The Evaluand – Unpacking UIS	3
1.6. Reading guide	7
2. <i>Relevant</i>	8
2.1. UNESCO Secretariat	8
2.2. UNESCO Member States	9
2.3. Development organizations	10
2.4. The 2030 Agenda for Sustainable Development and the SDGs	11
2.5. Conclusion	12
3. <i>Must do, nice to do</i>	13
3.1. Nobody else does it	13
3.2. An evolving and competitive world	13
3.3. Data analytics	14
3.4. The capacity development conundrum	15
3.5. Survey results	15
3.6. Sector balance	17
3.7. Conclusion	18
4. <i>Who foots the bill?</i>	20
4.1. Where did it come from?	20
4.2. UNESCO's funding of Category 1 Institutes	22
4.3. A fundamental question	22
4.4. The options	23
4.5. The view from the field	25
4.6. UIS' resource mobilization	26
4.7. Conclusion	27
5. <i>Mutual dependency</i>	28
5.1. UNESCO relations	28
5.2. Internal management	29
5.3. Montreal	31
6. <i>Back to the future</i>	33
6.1. Conclusion	33
6.2. Lessons learnt	33
6.3. Recommendations	34
6.4. Recommendations for the UNESCO Director-General	34
6.5. Recommendations for the UIS Director	35
6.6 Post-script	36
ANNEX A - REVIEWED DOCUMENTS	37
ANNEX B - KEY INFORMANTS	39
ANNEX C - ONLINE SURVEY	41
ANNEX D - UIS ORGANOGRAM	67
REFERENCES	68

Table of Figures

Figure 1 - UIS Governance Structure	iii
Figure 2 - UIS income, 2008-2018 Source: UIS	1
Figure 3 - Intended users and use of this evaluation	2
Figure 4- UIS's scope of work	3
Figure 5 - UIS' sources of work	4
Figure 6 - UIS' data production process	5
Figure 7- UIS' capacity development work.....	6
Figure 8 - UIS' relevance according to survey respondents	10
Figure 9 - UIS' role according to survey respondents	16
Figure 10 - The scope of UIS' capacity building according to survey respondents.....	16
Figure 11 - UIS' core and non-core work.	18
Figure 12 - UIS' core versus non-core work	19
Figure 13 - UNESCO and external funding of the UIS	20
Figure 14 - UIS' external funding by source	21
Figure 15 - Funding from bilateral donors.....	21
Figure 16 - UIS funding – sources and models.....	23
Figure 17 - How UIS should be funded according to the survey respondents	26

List of Tables

Table 1. Main evaluation questions	2
Table 2. UIS and UNESCO expenditures per sector in 2017	17
Table 3. UIS' versus GPE's donor base (in USD)	22
Table 4. Alternative funding models	24
Table 5. Assessing UIS' current location	31

ACRONYMS AND ABBREVIATIONS

API	Applications Programming Interface
BSP	Bureau of Strategic Planning, UNESCO
EU/N-A	Europe and North America
FAO	Food and Agriculture Organization of the United Nations
GA	Government agency
GEMR	Global Education Monitoring Report
GPE	Global Partnership for Education
HIC	High-income countries
IAEG-SDG	Inter-Agency and Expert Group on SDG Indicators
IOS	UNESCO Internal Oversight Service
ISCED	International Standard Classification of Education
IT	Information Technology
LAC	Latin-America and the Caribbean
LDC	Least-developed countries
LM	Line-ministry
MIC	Middle-income countries
NSO	National Statistical Office
OECD	Organization for Economic Cooperation and Development
PPC	Policy and Planning Committee of UIS Governing Board
R&D	Research and Development
SAGA	STEM and Gender Advancement Project
SDG	Sustainable Development Goal
SIDA	Swedish International Development Cooperation Agency
SSA	Sub-Saharan Africa
STEM	Science, Technology, Engineering and Mathematics
STU	UNESCO Staff Union
UIS	UNESCO Institute for Statistics
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development

PREAMBLE

This evaluation provides a snapshot of the strengths and challenges of the UIS in the spring of 2018.¹ The evaluation recognizes the complex environment in which UIS operates and the reforms implemented by UIS. It merits briefly mentioning them upfront.

Evolving and more demanding data needs

The SDGs go beyond the MDGs in breadth and depth: more topics are covered and, in the field of education, they cover learning assessment data in addition to other education statistics, such as enrollment rates. This implies that more data need to be gathered and new methodologies need to be developed to assess the full scope of topics and the quality of the results. This puts extra demands on the UIS in terms of required capacity, skills and financial resources.

A constrained financial environment

Historically, UIS has mostly been funded through UNESCO and voluntary contributions from bilateral donors. Many developed countries have reduced their official development assistance in recent years. UNESCO continues to face financial constraints. In addition, the supply for funding to statistical agencies worldwide has been on the decrease. This means that UIS operates in a constrained financial environment and needs to compete with other development priorities for scarce monetary resources.

Ongoing reforms

UIS has implemented an internal restructuring process and let go of 30 staff members through voluntary departures, early retirements and the non-extension of temporary project appointments. UIS is also unpacking its operations, distinguishing between essential, important and desirable activities and adapting its budgetary allocations accordingly. Moreover, the UIS Governing Board has approved the application of UNESCO's cost recovery policy for extra-budgetary work by UIS. The UIS has also created a Global Donor Group.

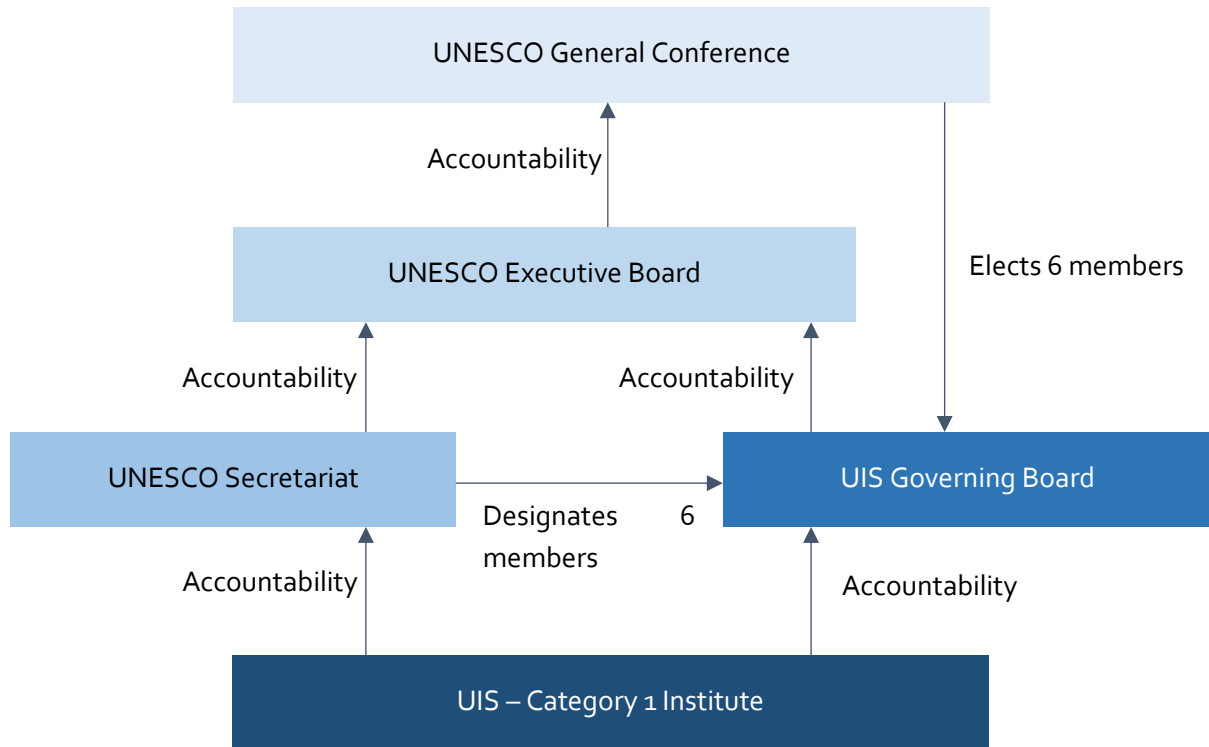
A complex governance structure

UIS forms an integral part of UNESCO and, as such, is accountable to the UNESCO Director-General and, through the Secretariat, to the UNESCO Executive Board. As a so-called Category 1 institute, UIS enjoys functional autonomy from UNESCO and has its own Governing Board.² This implies that UIS has a dual accountability structure and works with two principals (as shown in Figure 1).

¹ The data collection was mainly conducted between March and June 2018.

² The UIS Governing Board consists of twelve international experts. Six members are elected by the UNESCO's General Conference and 6 members are designated by UNESCO's Director-General.

Figure 1 - UIS Governance Structure



EXECUTIVE SUMMARY

1. The UNESCO Institute for Statistics (UIS) is the statistical office of UNESCO and the United Nations repository for comparable national statistics in education, science, culture, and communication & information. Over the last decade, UIS' expenditures exceeded income every other year on average. As a result, the UIS' general reserve is close to depletion. The UNESCO Internal Oversight Service initiated a field audit and an external evaluation to better understand UIS' financial difficulties and inform the ongoing discussions between UIS and UNESCO on the future of the Institute.
2. This report documents the external evaluation of UIS. It answers four questions:
 - i. Is UIS *relevant* for UNESCO, developing countries, development organizations and the 2030 Agenda for Sustainable Development?
 - ii. What is UIS' *comparative advantage* and consequent role in the 2030 Agenda for Sustainable Development?
 - iii. What are realistic (alternative) *funding models* for UIS?
 - iv. Should UIS change its *institutional set-up, management and physical location*?
3. These four evaluation questions are answered based on an analysis of data collected through a document review, key informant interviews and an online survey amongst UIS partner organizations in UNESCO member states. Based on this foundation, the report draws an overall conclusion, distills lessons learned, and formulates recommendations for the UNESCO Director-General and the UIS Director.
4. The evaluation complemented a field audit of the UIS by UNESCO's Internal Oversight Service. In the evaluation, findings were triangulated between data sources and methods. Preliminary findings were discussed with the auditors of UNESCO's Internal Oversight Office and the draft evaluation report was peer reviewed by UNESCO's Evaluation Office.

Question 1: Is UIS relevant for UNESCO, developing countries, development organizations and the 2030 Agenda for Sustainable Development?

5. **UIS is relevant.** It is pivotal for developing and monitoring the global and thematic SDG indicators in education, science, culture, communication and information. UIS data helps UNESCO program sectors and development partners to shape and monitor their initiatives and undergirds flagship publications such as the UN Secretary-General's annual progress report on the SDGs, the World Bank's World Development Report and UNESCO's Global Education Monitoring Report. Moreover, UIS is critical to ensure the quality of nationally-reported globally aggregated data. As several informants quipped: *'if UIS did not exist, we would need to create it'*.
6. UIS has an explicit political mandate to develop and operationalize the global and thematic SDG-4 Education for All indicators and is heralded for its leadership in this area. UIS does not have a similar political mandate in its other sectors of engagement. These sectors face similar challenges and needs. Both UNESCO and external stakeholders noted that UIS could – subject to available resources – do more in responding to their operational needs, i.e. be a more active partner in developing, and gathering data on, new (SDG-related) indicators. In other words, whilst UIS is relevant, it does not meet all the (evolving) demands for its expertise, products and services. On the one hand, this puts

pressure on UIS to maintain its relevance and standing. On the other hand, it provides opportunities for UIS to expand its business and stay at the cutting edge of development statistics.

Question 2: What is UIS' comparative advantage and consequent role in the 2030 Agenda for Sustainable Development?

7. **The production of internationally-comparable statistics to monitor progress towards the SDGs is UIS' comparative advantage and core function.** UIS plays 4 distinct roles. These are: data producer, thought leader, service provider and capacity developer. Data are UIS' *raison d'être* and unique selling point, undergirding its different roles. The production of relevant statistics – which, at a minimum, encompass the global and thematic indicators for the SDGs – needs to be secured before UIS enters other areas of work. Importantly, UIS is to serve its four sectors-of-engagement – education, science, culture, and communication & information – equally well, although the scope of this engagement might differ due to a number of factors to be further discussed.

8. Data production is not a mechanical process – collected data go through a thorough validation process. As a result, UIS understands its data and is well-positioned to present data syntheses in thematic factsheets. Other organizations are probably better positioned to conduct more in-depth applied (policy) research, such as the Global Education Monitoring Report, the World Bank, think tanks and academia. UIS clearly needs to support UNESCO's member states to respond to its surveys. Broader capacity development efforts should be subject to the availability of resources and UIS' ability to provide added value over and above what other agencies offer. The main report unpacks UIS tasks and suggests a delineation of UIS' core and non-core work.

Question 3: What are realistic (alternative) funding models for UIS?

9. **UIS can obtain funds from member states, users or both – important is to choose a funding model and follow-through on it.** Member states' funds can be mobilized through member states' ordinary contributions to UNESCO (a membership-fee model) or through a dedicated and targeted resource mobilization effort (the voluntary contribution model). UIS can also charge institutional and individual data users. Whether to introduce user fees is a choice that UIS should make together with UNESCO and its partners. It would address the free-riding behavior³ inherent in the current voluntary contribution model. Moreover, it recognizes that quality data costs money to produce and that data is UIS' strategic asset. User fees can be differentiated according to volume of data use, as well as the type and geographic origin of users.

10. Views differ on the appropriate funding model for UIS. Some embrace the concept of data as a global public good; others recognize the need and the possibility to charge specific users for UIS data. In the end, it is a choice to be made by UIS together with its principal (UNESCO) and key partners. Important is to choose a funding model and subsequently follow through on its implementation. At present, UIS lacks a clear and consistent strategic message, undergirded by clear cost data, able to convince a broad set of donors to fund UIS' core work. UIS fails the skills and the management resources to develop and sell such a strategic message.

³ This refers to institutions and individuals using UIS data without paying for its production.

Question 4: Should UIS change its institutional set-up, management and location?

11. **UIS and UNESCO require a formal coordination platform to coordinate their work across all sectors.** UIS enjoys functional autonomy. This allows UIS to decide how it works, initiate workstreams and recruit staff up to P5-positions. It does not abdicate UIS from coordinating its work with UNESCO, nor UNESCO from providing strategic direction or setting program priorities for UIS. UIS forms an integral part of UNESCO and its work, responsibilities and impacts are closely intertwined with those of UNESCO. At present, UIS and UNESCO do not have a governance structure and cooperation practice commensurate to their formal and operational relationship.

12. **UIS' management set-up and practice require urgent attention.** Staff morale and trust are low in the organization. Extensive travel by the UIS Director inhibits spending sufficient time on managing the Institute.⁴ Senior management is not empowered to provide management leadership and does not act as a coherent body. Moreover, the institute needs a strategic message and resource mobilization strategy.

13. **UIS may stay in Montreal.** There are no compelling reasons for UIS to move to another geographic location. UIS participates actively in international fora and workshops where it meets its partners. The advent of information technology makes (real-time) electronic communications in between such meetings effortless and effective. Moreover, UIS enjoys continuous (financial) support from the Canadian government. The most obvious alternative to Montreal, Paris, offers closer collaboration with UNESCO's program sectors and reduce travel time to Africa and Asia, but runs counter to the original decision to place UIS outside of UNESCO's headquarters. Most informants thought a move back to Paris was not necessary. A transfer to Paris would also be costly as staff and their families would need to be relocated, new office space rented, and a new IT environment established.

Conclusion

14. UIS is as (if not more) relevant now than it has ever been before. The 2030 Agenda for Sustainable Development is ambitious. The demand for statistical expertise and data from international organizations and national governments only increases. UIS is, by design, the global agency to which national statistical offices and line-ministries report their administrative education, science, culture and communication statistics, according to UIS standards, which makes UIS indispensable to the monitoring of the related SDGs. Importantly, UIS exerts leadership in developing the indicators and monitoring framework for SDG 4 on Education.

15. Still, UIS faces challenges:

1. UNESCO and external partners would like to see greater responsiveness from UIS to their (evolving) demands.
2. UIS' mandate covers education *and* science, culture, communication and information and it needs to work across all sectors.

⁴ See 2018 UIS audit report.

3. UIS' relevance does not automatically translate into funding – it needs to secure medium-term funding for its core standard setting and data production work, while a resource mobilization strategy and knowledge of the costs of its products and services are currently lacking.
 4. Forming an integral part of UNESCO, UIS needs to rediscover a mutually reinforcing relationship with it.
 5. UIS faces a problematic work climate.
16. If UIS is able to meet these challenges, then – given the existing demand for data and statistical expertise – the future is theirs: there is no reason why UIS cannot grow again: in products, services, staff numbers and funding.

Lessons learned

17. The evaluation offers the following lessons:
1. UIS' data are its comparative advantage and unique selling point, undergirding its roles of thought leader, service-provider and capacity developer.
 2. Relevance does not automatically lead to funding. UIS, like any other organization, needs to continuously prove its worth and adopt, and implement, a convincing fundraising strategy.
 3. UIS cannot decouple itself from UNESCO – it is an integral part of UNESCO. UIS and UNESCO need to work together, and UNESCO needs to set strategic or program priorities.
 4. UIS can adopt contemporary management practices within the framework of UNESCO's rules and regulations.
 5. UIS requires both depth and breadth in its management, understood as a more robust executive and senior management set-up, able to motivate staff.

Recommendations

18. UIS is relevant. The question is how the Institute can capitalize on its relevance: how can it convince the international development community that investing in data is crucial to achieving the SDGs? How can it show that data collection and dissemination has a cost? Developing UIS' offer goes beyond the scope of this evaluation and is for UIS to do. To be able to do so, a couple of fundamental changes and choices need to be made. Some of these changes and choices are the prerogative of the UNESCO Director-General; others can be initiated by the UNESCO Director-General, but require the approval of the UNESCO Executive Board; and still others are the responsibility of the UIS Director.

1. To formulate a proposal to the UNESCO Executive Board on the future funding model for UIS.
2. To install an internal, formal and cross-sectoral coordination group to provide strategic direction to, support and coordinate UNESCO's work with UIS.
3. To maintain UIS in Montreal as long as the Canadian government continues to financially support the institute.
4. To determine and cost UIS' core data and indicator set.
5. To reallocate staff and monetary resources to secure the production of UIS core data and indicator sets.
6. To develop a new strategic message and resource mobilization strategy for UIS.

7. To reconfigure the management of the Institute ensuring that there is a strong second in command who is empowered to lead the Institute when the Director is absent from the Institute.
8. To modernize management practices in UIS including cost-pricing, project time management, results-based management and staff empowerment.
9. To urgently address the current work climate in UIS, which, according to a recent survey, is cause for concern.

Post-script

19. The adoption and follow-through on the full set of recommendations will entail a positive transformation of UIS. The underlying premise is that if UIS can create the space to regroup and reposition itself internationally, prove its worth to its key donors and clients, it can mobilize medium-term sources of funding, revitalize its organization and increase its activities again on a sound financial and organizational footing.

MANAGEMENT RESPONSE

Overall Management Response	
<p>This evaluation has been useful in identifying the successes and challenges related to the UNESCO Institute for Statistics. It has also presented recommendations to strengthen the financial sustainability, management and strategic positioning of the Institute. UNESCO welcomes the present review and the recommendations many of which are already in the process of being implemented.</p>	
Recommendation	Management response
<p>1. To determine and cost UIS' core data and indicator set.</p> <p>The production of internationally comparable statistics in education and science, culture, communication and information, and its implications, is UIS' prime political mandate, comparative advantage and unique selling point. UIS should secure (funding for) the production of its core data and indicator set across all sectors before endeavoring into other areas of work. To that end, UIS should continue its efforts to determine which data and indicator sets are critical for the 2030 Agenda for Sustainable Development and UNESCO and what costs are involved to produce these data sets. The latter requires the introduction of cost-pricing and project-time-management systems in UIS.</p>	<p>Partially accepted. In execution since 2015 and to be completed in 2019.</p> <p>This confirms the work the UIS has undertaken since 2015. However, the core work of the UIS is not only indicators but also standards, methodologies and data analysis, as stated in the Medium Term Strategy.</p>
<p>2. To reallocate staff and monetary resources to secure the production of UIS core data and indicator sets.</p> <p>UIS has suspended or reduced the frequency of its Research & Development Survey, Innovation Survey, Cultural Employment Survey, Feature Film Survey and Media Survey. To the extent that these surveys are critical for UIS' core data and indicator sets, UIS should reallocate staff and financial resources to administer these surveys and process the survey data.</p>	<p>Partially accepted In execution since 2015 and to be completed in 2019.</p> <p>The core work of the UIS is not only indicators but also standards, methodologies and data analysis. The definition of core work has been reviewed since 2015 following the introduction of the SDGs. Any relocation of resources away from areas with high interest from donors as well as definitions on the best ways/frequency of producing and/or aggregating data calls for a deeper and more strategic analysis about business</p>

	models and funding possibilities.
<p>3. To develop a new strategic message and resource mobilization strategy for UIS.</p> <p>A strategic message captures UIS core function and utility for its key clients in a succinct and compelling way. It should be accompanied by a set of short, real-life, stories which illustrate UIS' utility for international and national-level decision-makers. These stories should include clear cost data to highlight that data is both useful and costs money to produce. The purpose of the strategic message and the stories is to convince donors and data users to financially support UIS in producing high-quality and relevant data and indicator sets. A compelling strategic message and set of stories will also help to revitalize the internal organization as staff see and can buy-into a new organizational purpose. Of course, this is most likely to occur when staff are fully involved in developing these messages and stories. The need for a new strategic message and resource mobilization strategy is independent of UNESCO's decision to offer UIS data as a global public good.</p>	<p>Accepted.</p> <p>The UIS has pursued a consistent fundraising strategy but faces several risks that affect its financial situation. The main risk is that core work requires funding by UNESCO member states, and should not depend on voluntary contribution of donors. A deeper analysis of trends and foresight to trace a clear roadmap for the future strategy and financing is needed. The UIS is set to pursue in 2019 an analysis of strategic positioning, business model; future financing options to ensure alignment between the UIS, UNESCO management and UNESCO member states.</p>
<p>4. To reconfigure the management of the Institute ensuring that there is a strong second in command who is empowered to lead the Institute when the Director is absent from the Institute.</p> <p>This could be a senior staff, for example the Operations Manager, with deputy functions added to their terms of reference. This person should take responsibility for the internal management of UIS, transforming it into a modern service provider by unpacking its activities and helping create a culture of trust, empowerment, performance and accountability in response to the currently</p>	<p>Finalizing recruitment for new management team.</p> <p>The UIS has reconfigured its management team as reported to the Executive Board in 2017. The reconfiguration with the new structure approved by the DG and recruitment process have been completed, except for the Executive Officer. Further to the UNESCO DG's recent decision, the Executive Officer will be positioned as a Director of Operations, and a senior UNESCO professional is being arranged for this role. The Director of Operations, whose focus is the internal management of the UIS, is the officer in charge when the Director is not in Office.</p>

<p>low staff morale (see § 112 and Text box 6), thereby effectively taking charge of the following two recommendations. Ideally, this 'deputy' could also take on coordination of resource mobilization in the office.</p>	
<p>5. To introduce modern management practices in UIS.</p> <p>UIS can adopt modern management practices such as cost-pricing, project time management, results-based management and staff empowerment. The purpose of their introduction is to know the costs of UIS' individual products and services, as well as to manage UIS more consciously, inclusively and results-oriented.</p>	<p>Accepted and in execution since 2015.</p> <p>A lot of work has been done at the UIS since 2015 to strategically realign UIS work and increase efficiency. For instance: the reform in the education data release calendar (that improved timeliness without reducing the response rate); the reduction in the number of data releases and the ending of tailoring services; the time dedicated to different tasks will be tracked starting in 2019.</p>
<p>6. To urgently address the current work climate in UIS, which, according to a recent survey is cause for concern.</p> <p>As the Institute overcomes its current crisis, actions must be undertaken that this improves. This will, in turn, support the sustainability of UIS and lay the groundwork for the Institute's staff to make exceptional efforts under challenging circumstances.</p>	<p>Accepted.</p> <p>The UIS management has taken the staff survey and other feedback seriously and acted upon it. In 2018, ethics training was provided to all UIS staff and a series of commitments and follow-up to help improve the work climate had been taken. From 2019 on, an annual staff survey will be implemented by external consultants to measure progress.</p> <p>Further, a reassessment of human resource needs and availability will be carried out in the second part of 2019 to inform skills gaps and skills needs.</p>

<p>7. To formulate a proposal to the UNESCO Executive Board on the future funding model for UIS.</p> <p>This should include an explicit proposal on whether UIS data should be offered as a global public good, free of charge for all users. In favor speak the positive externalities emanating from the free use of data by policy-makers and researchers. Against speak the cost involved in producing high-quality data and the free-riding behavior inherent in public goods. If UIS data is offered as a global public good, propose UNESCO's Executive Board to fund UIS core work (to be defined and costed by UIS) from UNESCO member states' ordinary contributions (i.e. adopt a membership fee model akin to the UN Statistical Division, Eurostat and the statistical divisions of the OECD and FAO).</p>	<p>Partially accepted.</p> <p>UNESCO will, and has already started a discussion with key partners about the free-riding behavior of other agencies using UIS data and other global public goods produced by UNESCO.</p> <p>This issue will also continue to be raised in the Executive Board to draw attention to the need to for increased core funding for UIS and make references to the possibility of adopting a membership fee model as proposed in the recommendation.</p> <p><i>(internal note to ADG: the formulation of the recommendation is a bit misleading as the Executive Board can only recommend to the General conference a potential increase in the financial RP contribution of UNESCO to UIS)</i></p>
<p>8. To install an internal, formal and cross-sectoral coordination group to provide strategic direction to, support and coordinate UNESCO's work with UIS.</p> <p>Such a formal coordination group, with delegated authority from the Director-General, recognizes that UIS forms an integral part of UNESCO and that UNESCO should provide strategic leadership. The coordination group also allows for improved coordination of the work between UIS and UNESCO's program sectors and increases the attention given by UIS to non-education sectors. The purpose of the coordination group is to help UIS reach its potential and coordinate the needs and requirements of UNESCO's program sectors, as well as the 2030 Agenda for Sustainable Development. The tasks of the coordination group are to (i) support UIS in developing a new strategic message and effective resource mobilization strategy; (ii) to set the strategic priorities for UIS; (iii) to draft,</p>	<p>Partially accepted.</p> <p>UIS has been placed under the direct authority and supervision of the Assistant Director-General for Education, Ms Stefania Giannini, since 22 March 2019. This arrangement therefore replaces the proposed formal coordination group. The tasks proposed to be undertaken by the coordination group, will therefore be supported by the ADG/ED and within the strategic transformation process and in close coordination with all the programme ADGs.</p>

<p>approve and monitor a three-year rolling workplan for the UIS; (iv) to draft, approve and monitor the annual workplan; and (v) provide any other support needed to assist UIS in its transformation process (see conclusion and recommendation to UIS Director). Under this model, while UIS would remain responsible for fund-raising, UNESCO program sectors may help with this. The coordination group should encompass the UIS Director and second in command (see § 135), all UNESCO program sectors, the Bureau of Strategic Planning and the Bureau of Financial Management. The chair of the coordination group should lie with UNESCO and either rotate on an annual basis between the program sectors or be assigned to the Bureau of Strategic Planning. Coordination group members should ideally be at the same level as the UIS Director to create a body of equals and allow for collegial decision-making. Finally, the coordination group operationalises the UNESCO Director-General's oversight of UIS – it neither alters nor diminishes the roles and responsibilities of the UNESCO Executive Board or the UIS Governing Board. Given the overlap in interests and responsibilities between the coordination group and the UIS Governing Board, and to foster close consultation, it seems sensible for the chair of the coordination group to represent the UNESCO Director General on the UIS Governing Board.</p>	
<p>9. To maintain UIS in Montreal as long as the Canadian government financially supports the institute.</p> <p>There are no overriding arguments to change location.</p>	<p>Accepted.</p>

MAIN REPORT

1. Introduction

1.1. Background

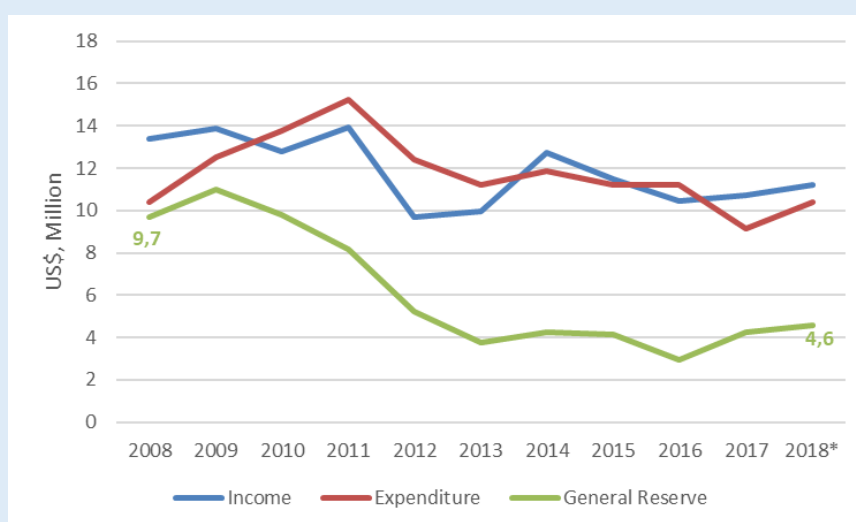
20. This report documents the external evaluation of the UNESCO Institute for Statistics (UIS). This introductory chapter lays down the scope of the evaluation (Section 1.1), describes the work and restructuring of UIS (section 1.5), and concludes with a reading guide (Section 1.6).

21. UNESCO's Internal Oversight Service initiated this evaluation of UIS, the first in over 10 years, in parallel to a field audit of the institute, at the request of the UIS Director. This was motivated by UIS' persistent financial woes (see Text box 1 and Figure 2) and the associated discussions between

Text box 1: An institute under strain

In 5 of the last 10 years, UIS expenditures exceeded its revenues. As a result, the UIS' general reserve has fallen to US\$4.2 million by the end of 2017 – well below the norm of 18 months of expenditure (or roughly US\$15 million) prescribed by the external auditor (IOS 2017). On 2 May 2018, the UIS Governing Board approved a new appropriation resolution for 2018, which foresaw a further US\$3.2 million take-out from the UIS general reserve to cover 2018 expenditures (UIS 2018a). The evaluation was conducted against this financial background. **Note:** In the meantime, UIS has secured additional funds from Norway, Sweden, the United Kingdom and Global Partnership for Education and, accordingly, a positive financial result for 2018 (UIS 2018e).

Figure 2 - UIS income, 2008-2018 Source: UIS



UNESCO and UIS.⁵ The evaluation serves to inform these discussions and recommend ways to address UIS' difficulties.⁶

1.2. Purpose

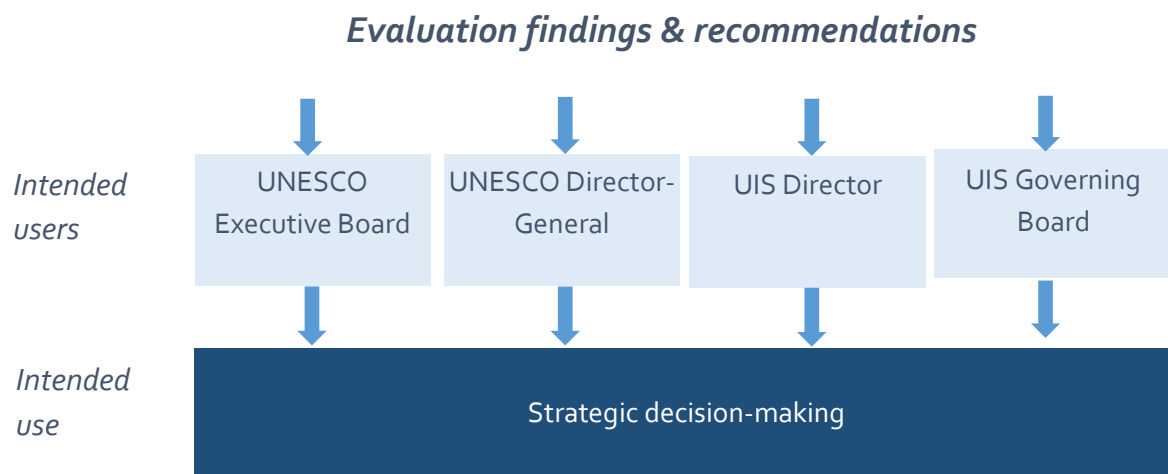
22. This evaluation serves to inform the discussions between UNESCO and UIS on the strategic orientation, funding, institutional set-up and, consequently, long-term financial health of the Institute. The evaluation answers 4 questions – see Table 1.

Table 1. Main evaluation questions

-
1. Is UIS *relevant* for UNESCO, developing countries, development organizations and the 2030 Agenda for Sustainable Development?
 2. What is UIS' *comparative advantage* and consequent role in the 2030 Agenda for Sustainable Development?
 3. What are realistic (alternative) *funding models* for UIS?
 4. Should UIS change its *institutional set-up, management and physical location*?
-

23. The intended users of the evaluation are UNESCO's Executive Board, UNESCO's Director-General, the UIS Governing Board and the UIS Director. The intended use is strategic decision-making to ensure the relevance, effectiveness, and sustainability of UIS (see Figure 3).

Figure 3 - Intended users and use of this evaluation



⁵ In March 2017, UNESCO organized a fact finding mission to UIS to understand UIS's financial difficulties. The mission included the Bureau of Strategic Planning, the Bureau of Financial Management, the Human Resource Management Division, the Education Sector and the Internal Oversight Service (UNESCO 2017c). In December 2017, the Deputy Director-General and the Director of the Bureau of Strategic Planning followed-up with a visit to Montreal in lieu of the annual UIS Governing Board meeting (UNESCO 2017b). On Friday 13 April 2018, the UNESCO Executive Board discussed the annual report and financial difficulties of UIS and approved US\$2 million of discretionary budget support to UIS for 2018 (UNESCO 2018). This capital injection comes on top of US\$0.5 million additional support to UIS included in the UNESCO Programme and Budget 39 c/5 (2018-2021).

⁶ Since the close of the data collection window, new funding opportunities have opened up.

1.3. Data collection and analysis

24. The evaluation rests on three datasets.

1. A review of UIS, UNESCO and external documents (see Appendix 0). The purpose was to ascertain UIS' business model, UNESCO's data requirements and the external environment in which UIS operates.
2. Semi-structured interviews with 49 internal and external informants (see Appendix 0). This offered insight in the perceived relevance, preferred roles, and possible funding mechanisms of UIS, as well as on the governance, management, and location of the institute.
3. An online survey amongst 1,695 representatives of statistical partner organizations of UIS in 191 countries and territories (see Appendix 0). Like the interviews, the survey uncovered pertinent views on the relevance, roles, and possible funding mechanisms for UIS. The survey received a response rate of 37%.

1.4. Limitations

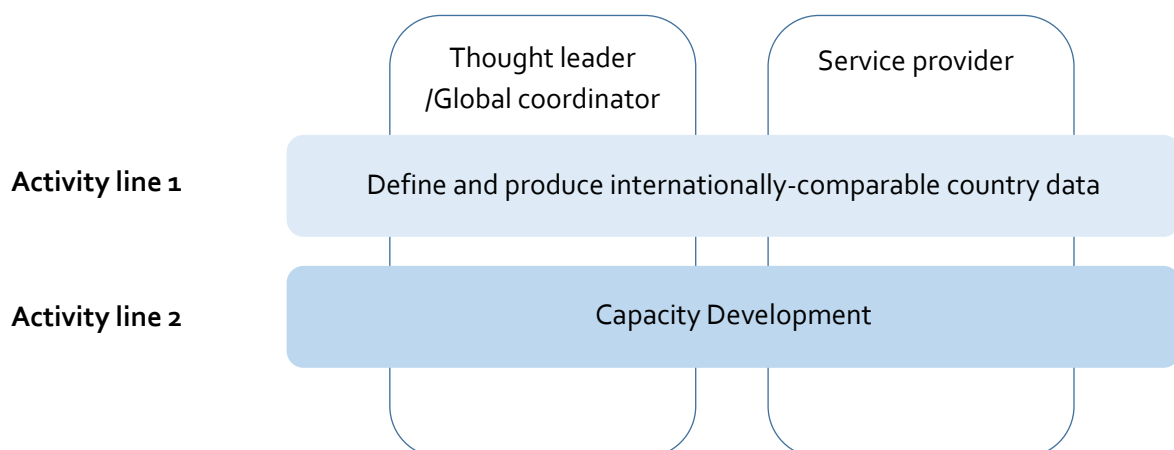
25. The resources available for the evaluation led to a relatively limited scope. On the one hand, this focused the evaluation on the issues critical to UNESCO and UIS. On the other hand, this limited the breadth and depth of the data collection and analysis. The evaluation triangulated findings between data sources and methods. Moreover, preliminary findings were discussed with UNESCO's internal auditors, who were at the UIS in Montreal at the same time for their own field work. The draft evaluation report was peer reviewed by UNESCO's Evaluation Office.

1.5. The Evaluand – Unpacking UIS

26. UIS is the statistical office of UNESCO and the United Nations repository for comparable statistics in education, science and technology, culture and communication (UNESCO 2017d). Its mission is to *'provide statistical information ... which helps decision-making in Member States and facilitates democratic debate'* (UIS 2000).

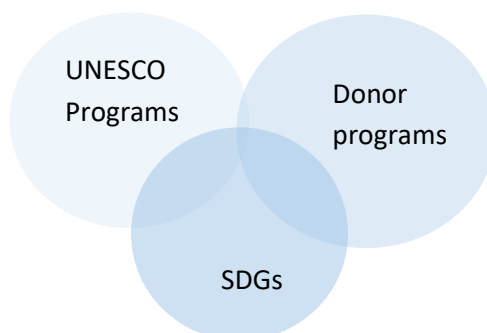
27. UIS' work entails two lines of activity – one around data and one around capacity development, with each line encompassing multiple activities, services and products. In addition, UIS acts as (i) a thought leader and global coordinator, actively initiating and participating in international discussions and fora as an expert and advocate for data monitoring; and (ii) service provider, developing new indicators for, providing tailored data sets to and / or contributing to capacity development programs of UNESCO's program sectors and international/bilateral organizations (see Figure 4).

Figure 4- UIS's scope of work



28. Since the adoption of the 2030 Agenda for Sustainable Development, UIS' work is guided – significantly, albeit not exclusively – by the Sustainable Development Goals (SDGs) (UNESCO 2017d). UNESCO and donor-funded programs generate their own, partly overlapping, demand for statistical data (see Figure 5).

Figure 5 - UIS' sources of work



29. The subsequent 4 sections elaborate on each of these business lines and roles. This chapter concludes with a brief description of UIS' restructuring in 2017 and a reading guide.

1.5.1 Data

30. UIS' data work contains 6 primary processes (see Figure 6). First, UIS defines, in close collaboration with other stakeholders, relevant (SDG) indicators and subsequent data requirements to calculate these indicators, and develops the norms, standards and methodologies for collecting, validating and reporting these data at the country level and ensure international comparability of the data at the global level.

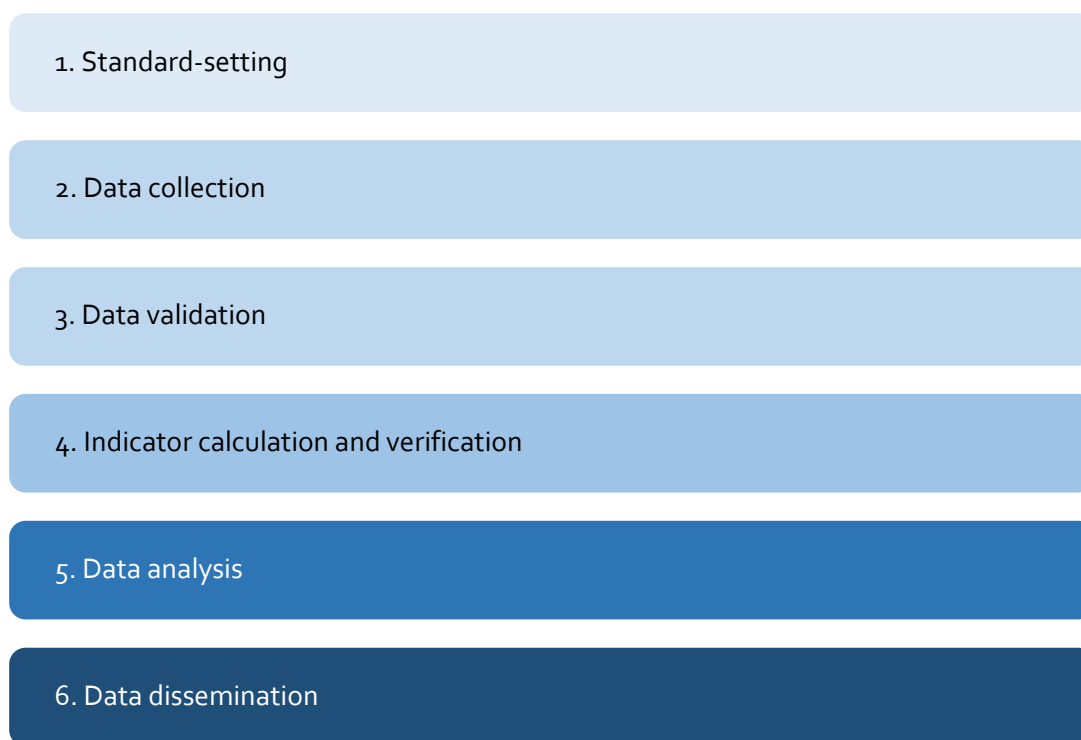
31. Second, UIS administers 4 surveys, containing 10 questionnaires, to national statistical offices, line-ministries and specialized (government) agencies in UNESCO's Member States to collect national-level, administrative data on the education, science, culture and communication sectors. In addition, UIS extracts relevant data sets from international household-surveys, such as the UNICEF-sponsored Multiple Indicator Cluster Surveys and the USAID-sponsored Demographic and Health Survey.

Text box 2: UIS databases

UIS surveys produce a vast amount of data. From these data, UIS calculates indicators such as the mean-years-of-schooling or the number of women entrepreneurs pursuing science careers. The number of indicators runs in the thousands. Those that are deemed relevant, and verified, by UIS are made available publicly through (i) the UIS website (for uninitiated data users); (ii) a dedicated statistics website UIS.Stat* (for the professional data user); and (iii) an applications programming interface, API, for developers who want to integrate UIS data into a web-based application.

* Address: <http://data.uis.unesco.org/>

Figure 6 - UIS' data production process



32. Third, UIS validates the reported data on its own surveys by looking for anomalies in the data and engaging with the reporting agencies to understand the data. Fourth, UIS calculates and verifies country, regional and global indicators based on the collected data and updates its databases accordingly (see Text box 2). Fifth, UIS performs statistical analysis to uncover major trends in indicators. Finally, UIS prepares sectoral data sets (e.g. SDG 4 Data Digest) and thematic factsheets (e.g. on the number of out-of-school-children and the globalization of trade in cultural goods and services).

1.5.2 Capacity development

33. The UIS supports Member States in developing their statistical capacity. The scope of this work varies according to staff and monetary resources available to UIS. Historically, it included (i) telephonic and e-mail support on responding to UIS' surveys; (ii) national, multiday, thematic workshops and trainings,⁷ (iii) regional workshops on the SDG (and previously MDG) monitoring framework and UIS data requirements; (iv) assessments of and recommendations for improvements in the statistical capacity in-country; (v) support in the design and implementation of Education Management Information Systems and their alignment with the SDGs. Figure 7 presents an overview of UIS' capacity building support.

⁷ For example on (i) UIS' norms, standards, indicators, classifications and metadata; (ii) alternative data sources and data collection methods; (iii) the data collection implications of the SDGs; and (iv) national education accounts and education finance categories.

Figure 7- UIS' capacity development work

1. Support in responding to UIS surveys
2. National, multi-day, thematic workshops
3. Biannual, regional workshops on SDG monitoring and UIS data requirements
4. Assessment of statistical capacity in-country
5. Education Management Information System support

1.5.3 Thought leader and global coordinator

34. UIS' role as thought leader and global coordinator is wide-ranging. It involves both coordination, expert advice and advocacy. A couple of examples: UIS embraced its mandate *'to work with partners to develop new indicators, statistical approaches and monitoring tools to better assess progress [on SDG 4]'* (UIS 2016). It has (co-)initiated, provides the secretariat to and leads the work on the Technical Cooperation Group, which develops and defines the global and thematic SDG 4 indicators, the Global Alliance for Monitoring and Learning (which develops international comparable indicators, standards and methodological tools for assessing learning outcomes) and the Inter-Agency Group on Education Inequality Indicators (which coordinates the use of household surveys for education monitoring).⁸ All in all, *'UIS serves on some 30 inter-agency statistical groups'* (UNESCO 2018a).

35. UIS also participates in a working group led by UNESCO's Culture Sector to develop global and thematic indicators to evidence culture's contribution to the SDGs (UNESCO 2018b). In Science, UIS works with the UNESCO Natural Science Sector to develop indicators, standards and methodologies that *'show the dynamics that shape women's decisions to pursue a career in [Science, Technology, Engineering and Mathematics] STEM'*.⁸ As a final example, UIS prepared and presented to the international donor community the investment case for SDG 4 data – a manifesto why the international community should invest in data collection and monitoring (UIS 2018, 2018b).

1.5.4 Service provider

36. UIS' expertise (standard-setting, data production, data quality assurance and statistical capacity building) and assets (data and member states network) make it an interesting partner and advisor for international, multilateral and bilateral organizations. Since the outset, UIS has thus contributed to special-purpose projects and programs.

37. This support takes different forms. Examples include partnerships with the UNDP (to develop a new mean-years-schooling indicator), the IIEP (to support Member States in collecting, processing and validating data on education finance, which led to the development of a methodology for national education accounts) and UNESCO's Education Sector through the Capacity Development for Education

⁸ Source: UIS Website. <http://uis.unesco.org>. Accessed 26 March 2018.

Program (which assesses the statistical capacity in the education sector in 11 participating countries). Moreover, UIS offered UNESCO program sectors support, for example on communicating data to their constituencies through country profiles (UIS 2018d). The distinguishing factor of all this work is that UIS is paid directly for the services it provides.

1.5.5 Restructuring of UIS

38. UIS undertook 'an internal restructuring process' in the second half of 2016 and throughout 2017. The initial purpose of the reorganization was to (i) better '*align [UIS expertise] with the SDG monitoring requirements and [its ability] to respond to requests from member states*' (UNESCO 2018a); (ii) improve data quality and strengthen communications with member states and other stakeholders (UNESCO 2017); and (iii) remove duplications in tasks between sections. As UIS' financial woes became more urgent, UIS decided – in close consultation with its Governing Board – to let go of staff: ultimately 30 persons, about one-third of its overall staff level, were let go (through voluntary departures, early retirement, and mostly the non-extension of temporary project appointments) (UNESCO 2018a).

39. Appendix 0 depicts the organizational structure of UIS at the end of 2017. Several posts have since been left vacant. With the recent injection of US\$2 million into UIS, UNESCO demanded that the posts of the Operations Manager, the Head of Section for Data Analysis and Outreach, and the senior Finance and Administrative Officer be filled. These positions are under recruitment at the time of writing this report.

40. The UIS education and IT services units lost most staff by number. Due to its smaller size, the departures in particular affected the UIS' Science, Culture and Communication Section. It lost 4 professional staff and 3 general services staff or almost 50% of its pre-restructuring staff-level. The senior culture expert acts as interim Head of Section. The Science and Culture and Communication Units have one (P2) professional staff each. They are supported by three and two general services staff respectively.

1.6. Reading guide

41. The subsequent four chapters address the main topics of this evaluation: the relevance, comparative advantage, funding options and institutional arrangements of UIS. Each chapter explicitly answers the underlying evaluation question based on a clear benchmark, the presentation of key findings, and the inductive and deductive analysis of those findings. Although structured logically, from the general to the specific, the chapters can be read in random order. The final chapter draws an overall conclusion, shares the lessons learned, and formulates recommendations to the UNESCO Director-General and the UIS Director. The appendices provide further background on the data sources.

2. Relevant

Is UIS relevant for UNESCO, developing countries, development organizations and the 2030 Agenda for Sustainable Development?

42. UIS is relevant. This opinion was held unanimously amongst informants to this evaluation. This chapter explains how UIS is relevant and where there is still room for improvement.

43. Relevance, when applied to the UIS, concerns the extent to which its products and services are consistent with the needs, requirements and priorities of its customers and partners⁹ (UNESCO 2015, OECD n.d.). UIS' primary customers and partners are UNESCO, UNESCO member states, development organizations and the international development community as principal of the 2030 Agenda for Sustainable Development. This chapter discusses UIS' relevance for each of these groups in turn.

2.1. UNESCO Secretariat

44. UIS is considered an *'essential resource'* by UNESCO's Education and Science Sectors as its data allows monitoring of sectoral developments at the national, regional and global level. Moreover, UIS' data undergirds the analysis, and makes up significant portions of the statistical tables, in UNESCO's flagship reports in both sectors, including: Global Education Monitoring Report, the Science Report, the Social Science Report, the Global Ocean Science Report and the Global Report on Adult Learning.

45. The Education Sector recognizes UIS' leadership role in developing and applying the monitoring framework for SDG 4, in particular on learning outcomes. UIS' role *'can hardly be exaggerated'*. The Education Sector is worried about UIS' financial predicament as it threatens to undermine its ability to play a global coordinator role for and monitor progress on the attainment of SDG 4. To that end, they note that UIS has an extensive role to play – which, at present, they can perform only to a limited extent – in assisting member states in collecting and processing credible and high-quality data on all relevant indicators.

46. The Science Sector underscores the importance of UIS for the Science Report, both in terms of data production and quality assurance on how this data is used in the report. They have an ongoing collaboration with UIS on a SIDA-funded program to advance the situation of women and reduce the gender gap in science, technology, engineering and mathematics (STEM), the so-called SAGA-project: the UIS and Science Sector worked together to define relevant indicators and design the data collection survey.

47. The Science Sector expressed concern about (i) UIS' ability to maintain, if not increase, the quality of data for the Science Report now that the UIS Science Unit has one professional staff; (ii) the discontinuation of the Innovation Survey and (iii) conducting the R&D Survey on a biannual basis

⁹ In the case of UIS, a customer – an organization which uses UIS' data (e.g. UNICEF) or receives technical assistance (e.g. a national statistical office) – is, mostly, also a partner as they supply data to UIS: UNICEF shares data with UIS from the Multiple Indicator Cluster Survey and national statistical offices provide national administrative data to UIS.

rather than an annual basis.¹⁰ Moreover, the sector would like to collaborate more with UIS in their work on SDG 6 (water) and SDG 15 (biodiversity). They explored cooperation with UIS in these fields but found UIS unresponsive.

48. UNESCO's Culture Sector takes a more critical stance. It considers the 2009 Framework for Cultural Statistics, developed by UIS, outdated and deems SDG 11.4 – the only SDG target explicitly dedicated to culture – as insufficient to monitor the developments within the sector.¹¹ At the same time, it recognizes a need for more and better data as the culture sector suffers from not being properly measured and monitored. To that end, the Sector initiated the development of a set of thematic indicators, much like the international education sector community has done under the auspices of the SDG-Education 2030 Steering Committee.

49. A lack of cooperation between the Culture Sector and UIS was also noticed in the 2017 external audit of the Culture Sector. The external auditor recommended establishing a partnership agreement between the two *'to improve the production of statistics and show the contribution of culture to the achievement of the SDGs'* (UNESCO 2017). The recommendation was accepted by UNESCO. The Culture Sector and UIS have in the meantime drafted a Cooperation Plan 2018 – 2021 and associated work plan. The Cooperation Plan recognizes that it *'would require additional financial and human resources to improve data collection capacity of UIS and [its ability] to support the Culture Sector'* (UNESCO 2018). The new plans have not yet led to tangible improvements in the cooperation between the Culture Sector and UIS, nor in the culture statistics.

50. The Culture Sector is also disconcerted about UIS having suspended in 2017, due to a lack of resources, the Media Survey, the Feature Film Survey and the Cultural Employment Survey.¹⁰

51. In short, UIS is recognized by UNESCO program sectors as an invaluable asset when it comes to the monitoring of sector developments (based on UIS' standard surveys) but seen as stretched, both in maintaining (quality of) current data production and in responding to demands for new indicators, standard-setting and data collection methods.

2.2. UNESCO Member States

52. UIS enjoys support from and credibility in the Executive Board. During the last Executive Board meeting, in April 2018, the Executive Board *'emphasized the Institute's role as the lead UNESCO agency responsible for monitoring SDG 4 ... welcomes the significant achievements of UIS despite the extreme budgetary constraints ... [and] encourages Member States to increase financial support to the UIS'*. (UNESCO 2018)

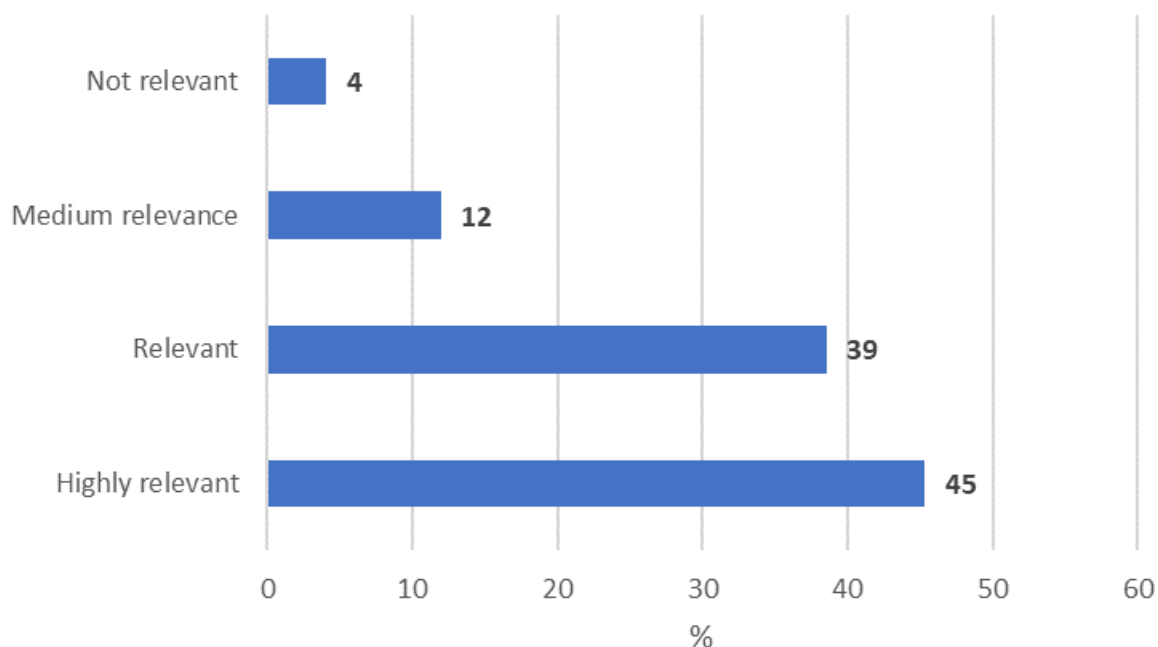
53. The online survey confirms UIS' relevance for member states. 84% of the 623 respondents consider UIS *'relevant'* or *'highly relevant'* – see Figure 8. This assessment generally holds across the organizational, sectoral or regional affiliation of the survey respondents. Limited outliers are the culture sector and Europe & North-America – a relatively higher proportion of representatives of the

¹⁰ The UIS questions whether these surveys need to be conducted on an annual basis, the continued relevance of (part of these) surveys and the lack of innovation in data collection and monitoring in the sector.

¹¹ UNESCO's Culture Sector also expressed dissatisfaction with (i) the cooperation with UIS in defining the indicator; and (ii) the current definition of SDG indicator 11.4.1 which does not cover all relevant cultural and financial dimensions.

culture sector (27%) and Europe & North-America region (33%) rate UIS, where data is collected by OECD and the EU, as medium to not relevant.¹²

Figure 8 - UIS' relevance according to survey respondents



2.3. Development organizations

54. In this section, international, multilateral and bilateral (development) organizations are heaped together: they generally are interested in data and, accordingly, their interest in and valuation of UIS data is similar. They actively use UIS data:

1. To assess progress on the SDGs;
2. to learn about global and regional trends;
3. to formulate sector policies;
4. for flagship publications, such as Education at a Glance (OECD), the World Development Report (World Bank) and GPE's Annual Results Report;
5. to engage with government counterparts in developing and transition countries; and
6. to shape their global and country programs and initiatives.

55. Development organizations also recognize the authority of UIS to set standards and note that they apply UIS' classification systems. They underscore the importance of the UIS in (i) ensuring the quality of nationally-reported and globally aggregated data; and (ii) assisting member states to raise the data coverage on the SDGs (which, for SDG 4, lies under 50% at present¹³). Finally, development organizations recognize UIS' leadership in developing the methodologies, instruments and database

¹² A detailed split of the survey data according to organization, sector and region is included in Appendix o.

¹³ This is mainly due to the fact that some indicators are still 'under development' and, for others, developing countries are still setting up the data collection systems.

for assessing, capturing and internationally comparing learning outcomes under the 2030 Education for All Agenda.

56. Development organizations value UIS' contribution to develop and collect data on new indicators such as the number of out-of-school children or the amount of domestic financing on education. They do note that UIS' contributions are project-specific and time-bound and that UIS' dataset is rather static. Some would welcome a more dynamic role of UIS in which UIS '*partners*' with them to develop, collect data and manage new (SDG-related) indicators to address pertinent monitoring challenges.

57. Development organizations recognize UIS as an indispensable part of the international development architecture. They value UIS' work and actively use its data. If anything, they would welcome a deeper engagement with UIS in addressing their monitoring challenges.

2.4. The 2030 Agenda for Sustainable Development and the SDGs

58. In addition to being the custodian agent for SDG 4, reflecting the only UNESCO Sector with its own SDG, education, UIS is the (co-) custodian for indicators for SDG targets 9.5 (R&D), 11.4 (heritage), 12.8 (global citizenship), 13.3 (education on climate change) and 16.10 on access to information (IAEG-SDG 2018). Custodianship means UIS is responsible for (i) methodology development for new indicators; (ii) supporting the increased adoption and compliance with internationally agreed standards; (iii) collecting data from countries; (iv) compiling internationally comparable data-series; and (v) strengthening national statistical capacity (IAEG-SDG 2017).

59. UIS needs to provide annually updated data on the indicators under its purview to the UN Statistical Division, which prepares and submits an annual progress report on the SDGs to the High-Level Political Forum, under auspices of the United Nations Economic and Social Council (IAEG-SDG 2017). UIS also contributed to the handbook on SDG monitoring which provides guidance to member states on how to collect data. UIS is thus pivotal in its areas of competence for the international community ability to monitor progress on the 2030 Agenda on Sustainable Development.

60. The SDGs go beyond the MDGs in breadth and depth: more topics are covered, and, in the field of education, they cover learning assessment data in addition to education statistics, such as enrollment rates. This is particularly clear in SDG 4 on education where the onus is no longer only on participation and graduation rates, but also on learning outcomes, for example the level of reading and math proficiency. This move to assess the quality of education required, and still requires, the development of new methodologies to collect internationally comparable data. This put new and greater demands on UIS, required UIS to acquire new skills and additional resources, and – at the same time – increased UIS' importance vis-à-vis the international development community.

61. In response to this, UIS has (co-)initiated and (co-)leads the work of the Technical Cooperation Group (TCG) and the Global Alliance for Monitoring Learning (GAML) to tackle the methodology and data collection challenges posed by SDG 4, as well as the Inter-Agency Group on Education Inequality Indicators (IAG-EII) to coordinate the use of household survey data for education monitoring at the national, regional and global levels. UIS does not display similar leadership in the science, culture, and communication and information domains, both because these domains lack a politically mandated forum such as the SDG-Education 2030 Steering Committee and because UIS does not have the resources (staff, skills and funds) to perform such a leadership role across multiple sectors.

62. In the meantime, the interest of UNESCO's Science and Culture Sector goes well beyond the SDGs for which UNESCO and UIS hold custodianship. Their work is influenced by what is decided on SDGs 6 (water), 14 (marine life) and 15 (biodiversity).¹⁴ They cooperate with the custodian agencies for these SDGs: UNEP, FAO and Intergovernmental Oceanographic Commission, amongst others. Both sectors have explored cooperation possibilities with UIS but found UIS, mostly, unresponsive.

63. In sum, the 2030 Agenda for Sustainable Development increased the importance and workload of the UIS. UIS struggles to provide the same type of leadership across all its sectors. And as if the SDGs under its custodianship were not enough already, UNESCO's Science and Culture Sectors would be happy to involve UIS in developing the indicators and methodologies, as well as (targeted) data collection on other SDGs.

2.5. Conclusion

64. This chapter posed the question how relevant UIS is for UNESCO, developing countries, development organizations and the 2030 Agenda for Sustainable Development. The answer is: UIS is relevant. UIS' data production is considered an invaluable resource by all stakeholders. UIS plays a critical global coordination role in monitoring the SDG targets with indicators under its custodianship. As several informants quipped: *'if UIS did not exist, we would need to create it'*. Many informants consequently expressed their concern about UIS' difficulties to make ends meet.

65. Having said that, UIS struggles to support the science, culture, communication and information sector in the same manner as it does the education sector. And even within the 2030 Education for All Agenda, UIS' resources are stretched. The needs and demands for standard-setting, methodology development, data collection and capacity building among UIS' external partners are large and evolving. As to UIS' potential role: the sky is the limit. Clearly, UIS cannot do all and needs to focus and be selective. How, depends on its comparative advantage, funding options and agility – the topics of the next chapters.

¹⁴ A telling example is SDG 14 which, amongst others, targets the protection of coastal zones, which have also been referred to as the *'largest museum in the world'* because of the number of shipwrecks lying there, which make it of prime interest to the Culture Sector and its efforts to protect cultural heritage.

3. Must do, nice to do

What is UIS' comparative advantage and consequent role in the 2030 Agenda for Sustainable Development?

66. A comparative advantage exists when an organization is better equipped or positioned to produce particular services efficiently than other organizations. Such a comparative advantage can be inherent to its resource endowments, skills, network and/or political mandate. This chapter assesses UIS' comparative advantage and what it should, faced with constraints, focus on.

3.1. Nobody else does it

67. The UIS is the United Nations repository for comparable statistics in education, science and technology, culture and communication (UNESCO 2017d). The UIS is thus, by design, the global agency to which national statistical offices and line-ministries report their education, science, culture and communication statistics, according to UIS' standards. No other international organization carries a similar global mandate¹⁵ and, consequently, no other agency covers these sectors as comprehensively as the UIS does.¹⁶ This makes the UIS the unique global source for and the '*internationally recognized repository*' of what in the international statistical community is called national '*administrative data*', i.e. the data collected and collated by national governments, on education, science, culture, communication and information.¹⁷

3.2. An evolving and competitive world

68. Administrative data are but one source of data on countries. Household surveys (e.g. the UNICEF-led Multiple Indicator Cluster Survey and the USAID-sponsored Demographic and Health Survey) and learning assessments (such as the OECD-implemented PISA-study) are other important data sources. Over the last decade, the UIS has increasingly included these data sources in its work and databases. The SDGs, with their increased focus on the equitable distribution of development and learning outcomes, further increased the importance of these data sources, which can capture sub-national differences in development that current national statistical systems are not, yet, always able to do. This requires the UIS to work closely with the implementing agencies of the household surveys and

¹⁵ The OECD and Eurostat carry similar mandates for their respective constituency, neither of which are global in scope. To reduce the reporting burden on OECD and EU member states, the OECD, Eurostat and the UIS harmonized their data collection methodologies and practices in education, science, culture, communication and information. Consequently, the UIS does not survey OECD and EU member states but receives their data from the OECD and Eurostat instead. (OECD 2017)

¹⁶ This also holds true for the education sector. Whilst the GPE, the World Bank and UNICEF are involved in education, only UNESCO and UIS cover the full spectrum: from early childhood to life-long learning.

¹⁷ Note that UIS is not in the business of collecting primary or field data. It merely collects data previously produced by government agencies.

learning assessments to set common standards and ensure international comparability of data. It also means that UIS is not unique per se in collecting global, internationally comparable data.

69. The evolving development agenda also demands new indicators. These demands stem to a large degree from the SDGs but can also originate in the operational needs of development agencies, such as the World Bank's efforts to develop a Human Capital Index. The interviews made clear that international development organizations look at the UIS for leadership and expertise when such needs arise. On the one hand, this puts pressure on UIS to maintain its relevance and standing. On the other hand, it provides opportunities for UIS to expand its work and stay at the cutting edge of development statistics.

3.3. Data analytics

70. Data production is not a mechanical process, for four main reasons: First, the UIS needs to ascertain the accuracy of reported data. Second, it needs to understand the reasons behind any year-to-year changes in the data-points. Third, UIS needs to ensure the comparability of the country-level data. Fourth, it needs to be able to present the data intelligibly. For these reasons, the UIS needs to analyze, 'play with' and compare the data it receives from member states and think through how it can present the data-series and underlying trends in a comprehensible manner. In other words, the UIS cannot forego some minimum level of data analytics. As a result, the UIS is well-positioned to present data syntheses in, topic or sector-specific, fact sheets.

71. Most informants thought that other players are better positioned for more applied data analysis, whether this concerns the qualitative reporting on SDG 4 (the Global Education Monitoring Report), policy-oriented studies (e.g. UNESCO, UNICEF or the World Bank) or longitudinal and cross-country academic research (universities and think-tanks). As such, the evaluation provides a relatively clear

Text box 3: UIS representation in the field

The UIS maintains staff in UNESCO's field offices in Africa (Dakar and Nairobi), Asia & the Pacific (Delhi, Bangkok and Apia) and Latin-America (Santiago). They assist member states in understanding and responding to UIS' surveys, understanding the 2030 Agenda for Sustainable Development monitoring framework and supporting African Member States in building and maintaining Education Management Information Systems (EMIS). UIS field staff provide both off- and on-site support, the latter through multi-day trainings and workshops, either at the national or regional level.

Field office	Professional staff (#)	General services staff (#)	Geographic coverage (number of countries)
Apia	1	1	Pacific (12)
Bangkok	2	0	East & South-Eastern Asia (23)
Dakar/Nairobi	2	2	Sub-Saharan Africa (46)
Delhi	1	0	West & South Asia (9)
Santiago	2	0	Latin-America & Caribbean (43)

Source: key informant interviews and https://en.wikipedia.org/wiki/United_Nations_geoscheme

picture as to the extent of UIS' data analytics, namely to understand and present in a comprehensible fashion the absolute levels and changes in its indicators.¹⁸

3.4. The capacity development conundrum

72. Chapter 1 introduced the range of UIS' capacity development work. This work is under pressure. Last year, due to a lack of resources the UIS suspended its regional workshops on the 2030 Agenda for Sustainable Development monitoring framework and the associated UIS data requirements and processes.¹⁹ The UIS nevertheless sees a role for itself in the field of capacity development. Its Revised Medium-Term Strategy 2017-2021 states: *'at a minimum, the UIS will focus on ensuring that countries are able to respond to its international data collections ... through workshops, site-visits and online training. The UIS will develop a more comprehensive and integrated approach to improve the statistical capacity of member states in the medium and long term'* (UNESCO 2017d).

73. Views differ amongst the key informants whether the UIS should engage in capacity development. The proponents point out the need of Member States for support in building their statistical capacity, amplified by the frequent turnover in staff, the importance of collecting and reporting quality data, the unique skills the UIS brings to bear in standard-setting, methodology development and data production, and the importance for UIS to maintain strong relations with and understand its partners.

74. The opponents note that UIS is short on training resources,²⁰ has little field presence (see Text box) and therefore lack necessary country context, is not an implementing agency, and that – by extension – other organizations (UN Statistical Division, World Bank, OECD and national statistical offices, notably Canada, Netherlands, Sweden and USA) seem better positioned and resourced to deliver capacity building. Roughly, the proponents and opponents amongst the key informants hold each other in balance.

3.5. Survey results

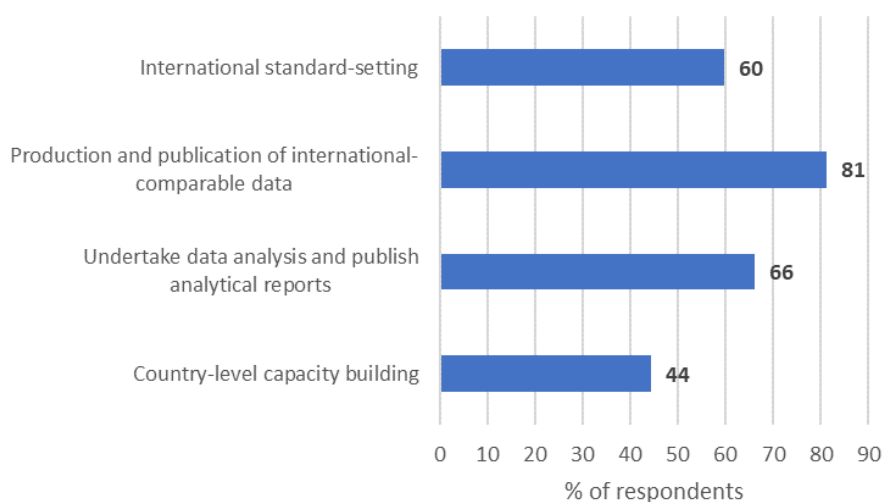
75. 9 shows that most respondents assign the production of internationally comparable statistics to UIS. A majority also sees a role for UIS in international standard setting and data analysis. Moreover, just under half the respondents believe UIS also has a role to play in building the statistical capacity of member states.

¹⁸ This appears to go against the grain of UIS' ambition – at least to some extent. In its revised Medium-term Strategy, the UIS notes that *'to have real impact, the UIS must transform its data into relevant information ... [and] ... the UIS will establish itself as a leading and authoritative reference in terms of data analysis, information, innovation and communication'*. To that end, the UIS will develop high-quality analytical products and invest in digital storytelling. (UNESCO 2017d)

¹⁹ The US\$2 million capital insertion by the UNESCO Executive Board came with the request to reinstate these biannual regional workshops.

²⁰ In contrast to, example given, the IIEP, UIS has no dedicated trainers, nor a platform for delivering online training.

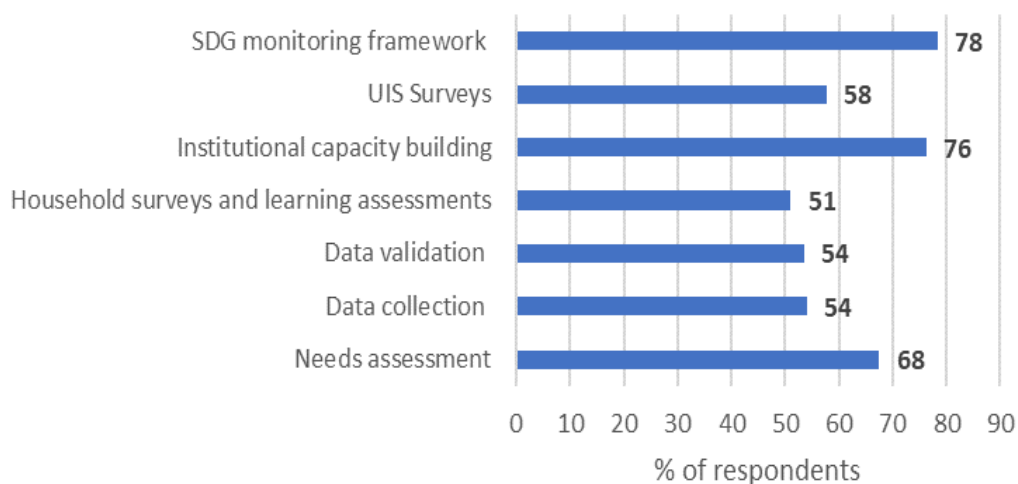
Figure 9 - UIS' role according to survey respondents



76. Differentiated by organizational-type, there is no marked difference in the overall assessment. However, line-ministries see a greater role for UIS in capacity building than specialized government agencies or national statistical offices. The culture sector sees a lesser role for UIS in international stand setting and capacity building than the other two sectors. By region, Europe and North-America as well as Latin-America see a smaller role for UIS in capacity building.

77. The survey results do not provide a clear picture on what the scope of UIS' capacity building efforts should be (see Figure 10). A significant majority of respondents perceive a role for UIS in (i) assessing the current national data collection practices and provide recommendations for improvement; (ii) laying out the monitoring framework of the 2030 Agenda for Sustainable Development and associated data requirements from the UIS; and (iii) providing institutional capacity building to strengthen staff capacity, organization structure and primary business processes within your organization. A narrow majority however also see a role for UIS in strengthening the data collection and validation processes, building capacity on household surveys and learning outcome assessments and supporting member states in responding to the UIS surveys.

Figure 10 - The scope of UIS' capacity building according to survey respondents



3.6. Sector balance

78. As laid down in its constitutional documents, UIS' sector coverage mirrors that of UNESCO (UIS 2000). The separation of 30 staff members (see § 38 on Page 7) affected all parts of UIS. The Science, Culture and Communication Section appears however to have fallen below a critical threshold. The Science Unit is reduced to one professional staff, supported by three general services staff members; the Culture and Communication Unit is left with two professional staff and two general services staff members. In 2017, UIS suspended the Global Innovation Survey, the Media Survey, the Feature Film Survey and the Cultural Employment Survey, and made the Research and Development Survey a biannual survey.

79. Key informants from the education field were aware of UIS' financial strains but did not (yet) notice diminished performance or service levels. UNESCO's Culture and Science Sectors, on the other hand, expressed deep concern about the suspension of abovementioned surveys and the lack of manpower within UIS' Science, Culture and Communication Section to respond to UNESCO's needs and request.

80. Table 2 compares UIS' and UNESCO's expenditures on the different sectors in 2017. Clearly, UIS' work is more tilted towards the education sector than UNESCO's.

Table 2. UIS and UNESCO expenditures per sector in 2017

	UIS		UNESCO	
	US\$	%*	US\$	%*
Education	3.649.270	80%	147.174.745	45%
Science, Culture, Communication and Information	888.137	20%	179.410.437	55%

* Share of expenditures on sectors, i.e. not the share of total expenditures (including for example field offices or overhead)

Source: UIS 2018a and UNESCO Transparency Portal (<https://opendata.unesco.org/financial-flows/programmatic-breakdown?tab=1>)

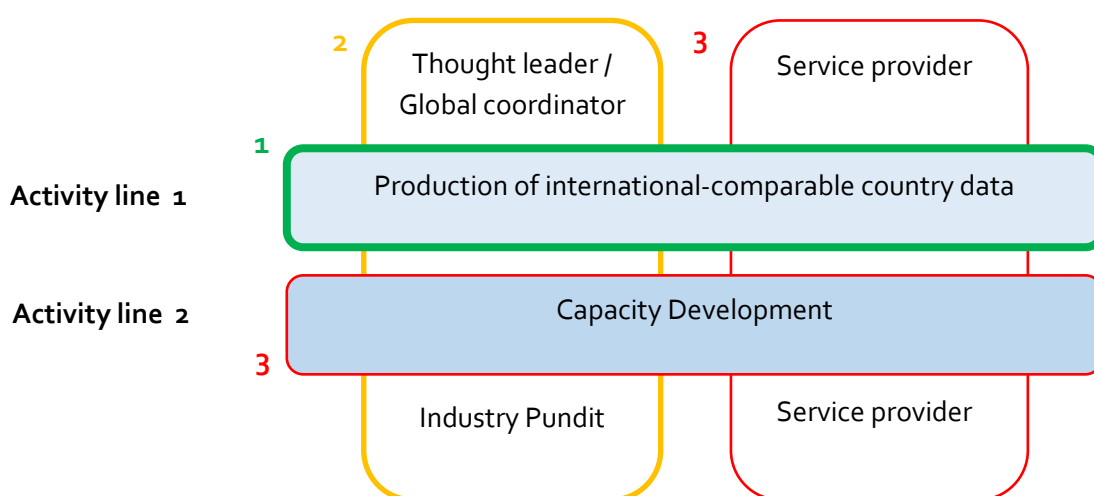
81. UIS' mandate covers the education *and* the science, culture and communication sectors. UIS is the custodian agency of SDG 4 *and* for some targets within five science, culture, communication and information related SDGs (whereby we saw in the previous chapter that neither UNESCO's Science nor the Culture Sector deemed these SDGs sufficient to monitor the respective sectors). However, education is the only UNESCO Sector with its own SDG. This fact in addition to that the sector tends to be larger (in terms of employment and average expenditure as a proportion of GDP) and more advanced (in terms of monitoring) than the other sectors, warrants a larger allocation of UIS resources. Still, UIS' role is to service all four sectors equally well.

3.7. Conclusion

82. This chapter sought to answer what UIS' comparative advantage and consequent role in the 2030 Agenda for Sustainable Development is. UIS' comparative advantage is its politically-mandated, formal relationship with the national statistical offices, line-ministries and specialized (government) agencies through which it collects administrative data on the education, science, culture, communication and information sectors for all UNESCO Member States. The production of international-comparable country statistics is the *raison d'être* of the UIS. The role of the UIS within the 2030 Agenda for Sustainable Development should thus be, as it has always been, the production of such statistics. This function should be secured before UIS embarks on other activities.

83. Based on the analysis so far, we can define what UIS must do and what is nice to do, or – to use UNESCO's terms – what constitutes its core work program. This is easiest to show graphically (see Figure 11). UIS' core work is the production of internationally comparable statistics (the bold-green outlined box). As a by-product, given its acquired expertise and experience, the UIS can act as a thought leader and share its expertise in international fora and statistical working groups (the bold-orange outlined box). When the UIS has, or can obtain, the resources it can provide capacity development support to member states – for which there is a demand – or engage in partnerships with / provide consultancy-type services to development agencies (the thin-red outlined boxes).

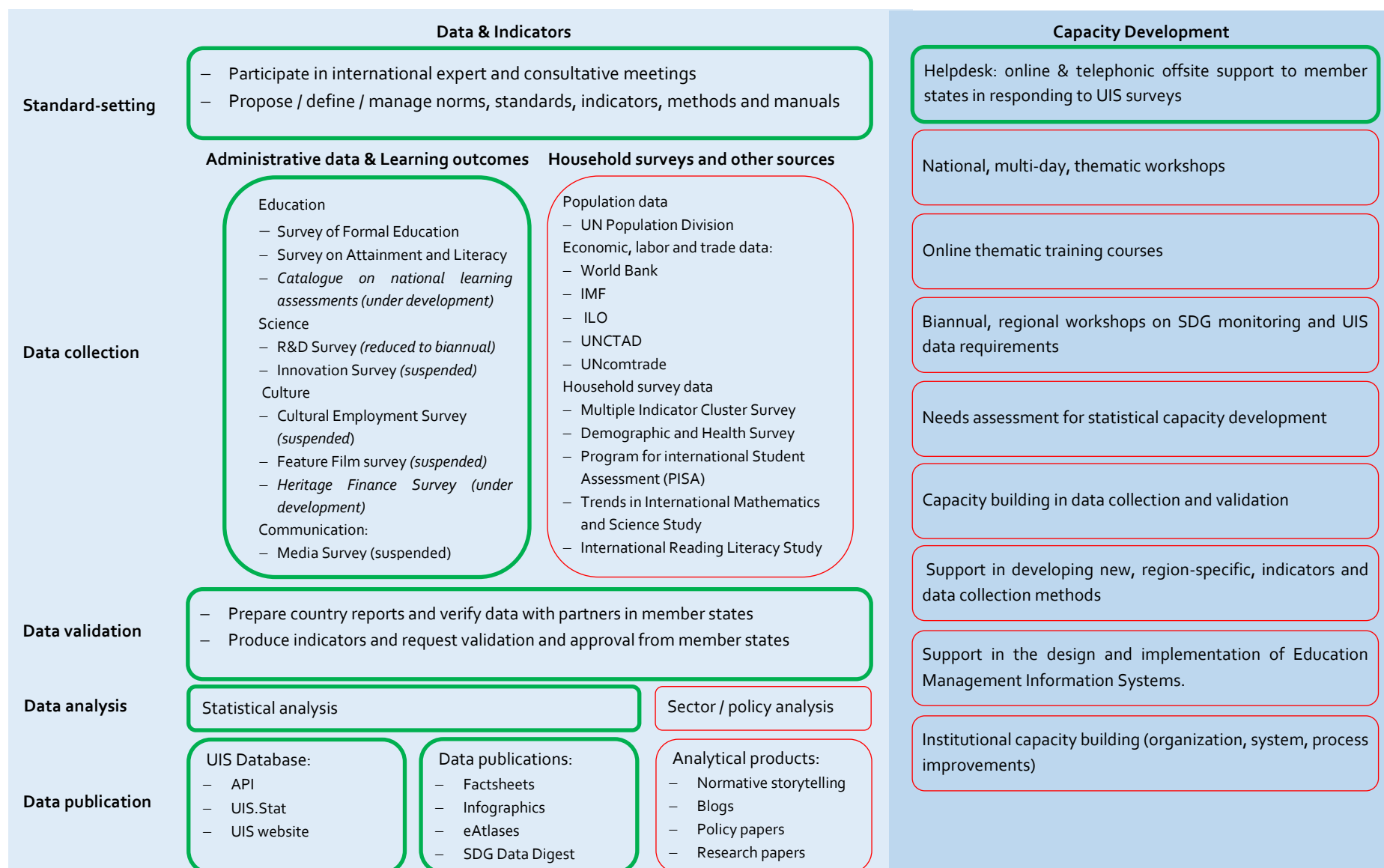
Figure 11 - UIS' core and non-core work.



Source: Author

84. The production of internationally comparable country statistics is not a mechanical process, nor limited to the collection of administrative data. It requires well-defined norms, standards, indicators and methodologies, such as, for example, ISCED, as well as the integration of other sources of data (such as population and economic data). Moreover, member states should be able to resort to the UIS with questions on its reporting obligations and UIS' standards, methodologies and surveys. And the UIS needs to validate the reported data from member states, understand any year-to-year changes therein and present the data in a clear and comprehensible fashion. All of this constitutes core work of the UIS and secures that the UIS' data are credible and understandable. Figure 12 on the next page provides a more detailed outline of UIS's activities under its two primary business lines (data production and capacity building) including a delineation of core (green-outlined) and non-core (red-outlined) work.

Figure 12 - UIS' core versus non-core work



4. Who foots the bill?

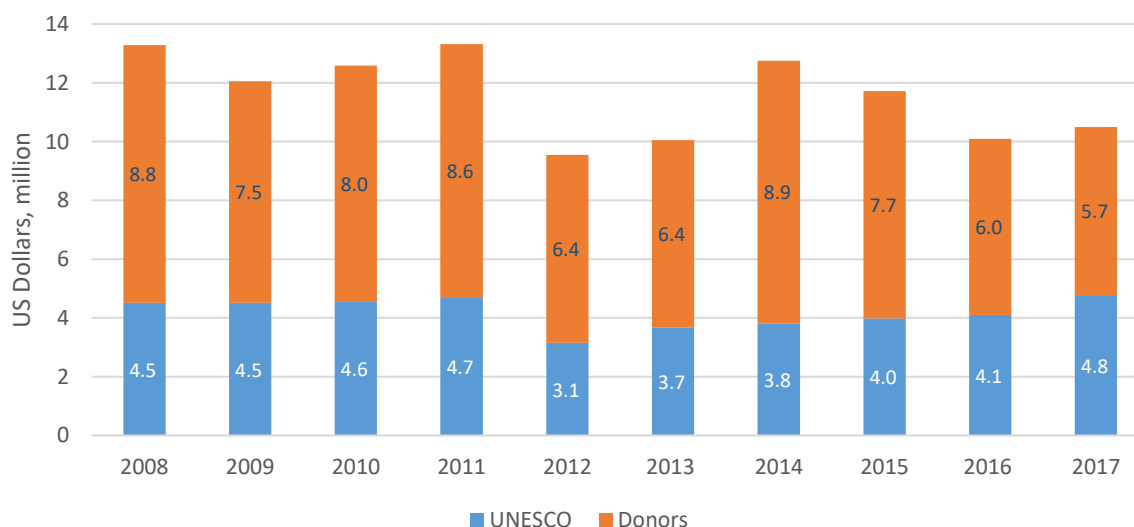
What are realistic (alternative) funding models for UIS?

85. This chapter asks the pivotal question how the UIS should be funded. It shows how UIS has been funded over the last decade and reflects on UNESCO's support to Category 1 institutes. It addresses an underlying and fundamental question: should UIS' data be treated as a public good? It subsequently lays down the funding options and shares the views from the field on these options. The chapter finally reflects on UIS' resource mobilization strategy and experience before answering this chapter's evaluation question.

4.1. Where did it come from?

86. Historically, UIS has been funded – like all UNESCO Category 1 institutes – through voluntary contributions from UNESCO and external donors (see Figure 13). Over the last 10 years, UNESCO's contribution ranged between 30% and 46%.

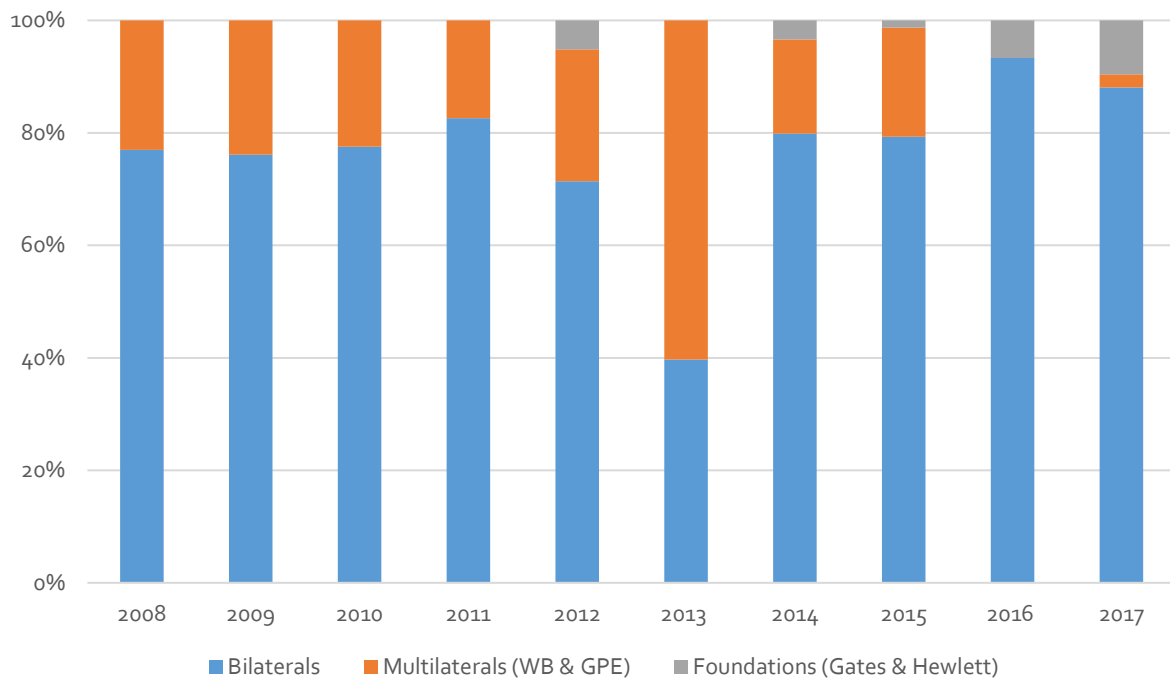
Figure 13 - UNESCO and external funding of the UIS



Source: UIS

87. The bulk of external funding stems from bilateral donors (see Figure 14). Until 2015, the World Bank also contributed significantly to the UIS, with annual contributions of US\$1.5 million and above. The World Bank made this contribution through the so-called Development Grant Facility, which closed in 2015. Since, it has become difficult (if not impossible) for the World Bank to fund other international institutions.

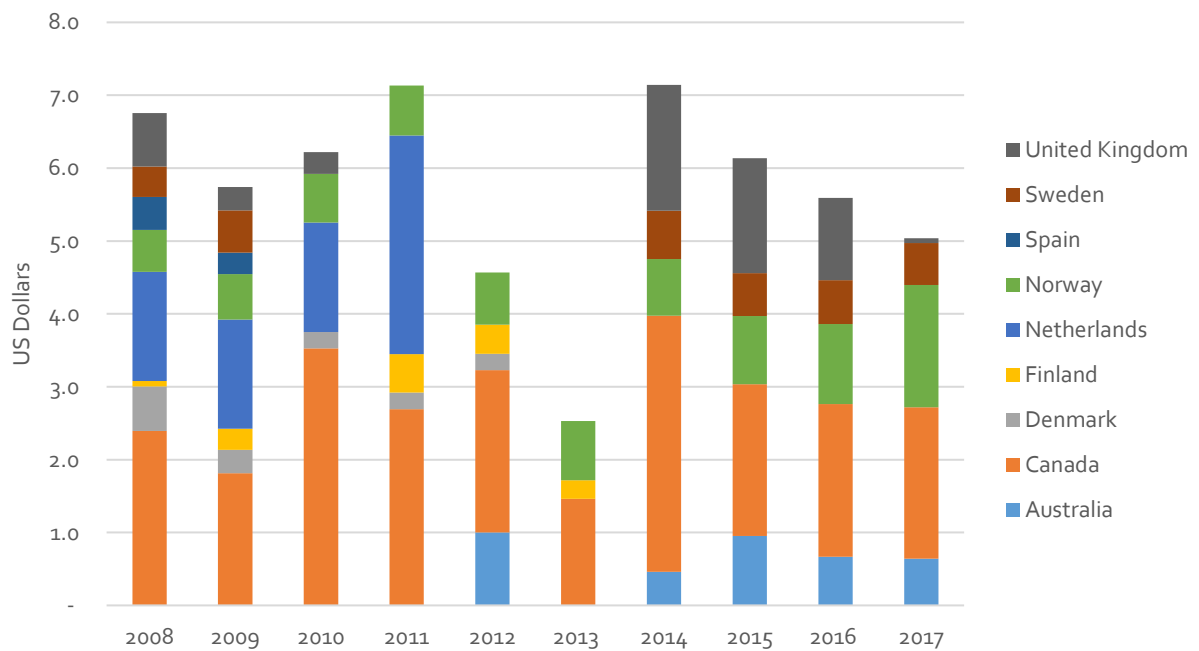
Figure 14 - UIS' external funding by source



Source: UIS

88. The bilateral donors varied over the years (see Figure 15). Only Canada (as host country) and Norway (with a recently increasing contribution) provided constant support over the last decade. Norway's contribution is approved on an annual basis at the end the year.

Figure 15 - Funding from bilateral donors



Source: UIS

4.2. UNESCO's funding of Category 1 Institutes

89. While UNESCO's guiding principle is to only fund director positions of Category 1 institutes, in practice, several Category 1 institutes receive more support. The Institute for Lifelong Learning in Hamburg receives ca. US\$750,000 a year to cover fixed post UNESCO staff. The International Bureau of Education in Geneva and the International Institute for Education Planning in Paris benefit from circa US\$ 2 million per year. UIS is relatively well-off vis-à-vis its sister institutes, with approximately US\$4 million support from UNESCO each year.

4.3. A fundamental question

90. UIS markets its data as a global public good (2018b, 2018c, 2018d).²¹ A (global) public good has two distinguishing characteristics (Stiglitz 2000). First, one cannot exclude individuals from enjoying the benefits of such a good – so-called non-excludability. Second, the use of such a good by one person does not diminish the use or the benefits of using the good for other persons – so-called non-rival consumption. Classical examples of public goods are flood protection barriers or clean air.

91. UIS data does not meet both criteria: one can exclude individuals from its usage. Positioning UIS data as a (global) public good is therefore a choice, rather than a necessity. The problem with public goods, or assigning public good status, is that it allows for free rider behavior, i.e. using the good without paying for it (Stiglitz 2000). Table 3 presents an interesting picture in that regard: it lists the bilateral donor base of UIS and the Global Partnership for Education (GPE) side-by-side. Of course, UIS and GPE have a starkly different mandate and function. Still, it shows that many bilateral donors invest substantial sums in the education sector and only a few support UIS.

Table 3. UIS' versus GPE's donor base (in USD)

Bilateral donors	UIS*	GPE*
Australia	641.155	24.166.667
Belgium		8.166.667
Canada	2.077.837	49.133.333
Denmark		70.033.333
European Union		146.500.000
France		86.800.000
Germany		16.500.000
Ireland		10.866.667
Italy		5.200.000
Japan		2,681,790
Norway	1.676.988	92.033.333
Sweden	575.496	47.166.667
Switzerland		12.533.333
United Arab Emirates		33.333.333
United Kingdom	64.577	122.466.667
USA		75,000,000

²¹ The Global Education Monitoring Report also advocates to treat data as a global public good (GEMR 2018)

* UIS funding from bilateral donors in 2017.

** Most GPE donors have pledged contribution for a three-year period: 2018 – 2020. This table calculated the annual average or listed the 2018 contribution. The table only includes donors with contributions over USD 1 million.

Source: UIS and GPE (Pledges at the 2018 GPE Financing Conference:

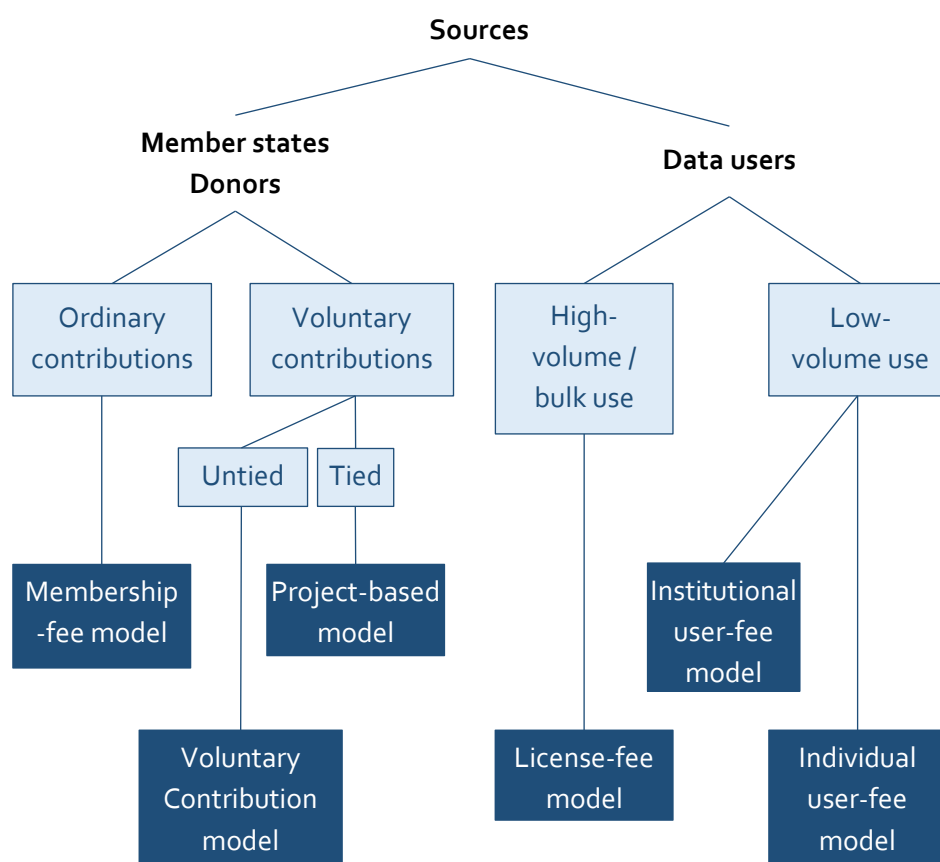
<https://www.globalpartnership.org/funding/replenishment/pledges>)

92. The problem with free-ridership is that it leads to underfunding, which in turn causes chronic underinvestment and undermines both the availability and the quality of such goods. Data costs money to produce. For comparison, the statistical agency of the European Union, EUROSTAT, employs around 800 people and operated a budget of around EUR 58.5 million in 2018. This was financed from direct allocations as well as ‘credits’ from other Directorates General. Similarly, the OECD’s budget for statistics is mainly financed through member states’ contributions.

4.4. The options

93. This evaluation identified two sources of funding – member states and users – and alternative models to engage either group. Figure 16 shows the different models and their distinguishing characteristics; Table 4 briefly comments each model.

Figure 16 - UIS funding – sources and models



Text box 4: Bulk data users – a change in service

UIS has some bulk off-takers of data, such as the Global Education Monitoring Report, the World Bank, the Global Partnership for Education, UNICEF and several others, who use UIS data for analytical work and the statistical annexes in their flagship publications. These organizations used to receive customized data-files. UIS stopped this practice in 2017 as it usurped too many scarce resources. (The only exception is the UN Statistical Division which continues to receive a customized data file for the annual progress report on the SDGs by the UN Secretary-General. The reason is the high-profile nature of this progress report and the fact that the UN Statistical Division is not a subject matter expert.)

Bulk users can now retrieve their data through the so-called API data portal. The problem with this data portal is that it only allows the retrieval of 2000 data points at any one time. This is effectively 1 indicator for 200 countries and territories for a 10-year period. Bulk users can overcome this constraint by writing a small software program which automates the data retrieval process. The GEM team did so successfully. The World Bank struggled and requested UIS to send the data through a data file. The UIS is now working on upgrading the API data portal to allow for the bulk download of data. A beta-version is currently being tested by the World Bank. UIS estimates that the upgrade will cost less than US\$50,000. Several, well-placed informants welcomed this development, noting that it is *'the only way to go'* and done by all UN agencies.

Table 4. Alternative funding models

Donor-contribution based-models	
These models allow UIS to treat its data as a global public good.	
Membership-fee model	This model is applied by the European Union, the OECD and FAO to fund their statistical functions. UNESCO would allocate a fixed percentage of the member states ordinary contributions to fund UIS core data production work. This model requires the buy-in and approval of UNESCO's member states.
Voluntary contribution model	As currently done, international organizations, bilateral donors and private foundations provide voluntary contributions to UIS to pay for its core data production work. This model requires an explicit and apt resource mobilization strategy on the part of UIS.
Project-based model	As also currently applied, international organizations, bilateral donors and private foundations provide voluntary contributions which are tied to specific projects or outcomes. The value of these contributions depends on UIS' ability to link this project work to relevant and necessary expansions of its core data production work. It requires UIS to position itself as a capable, value-adding and reliable partner.
User-fee based models	
These models recognize that data is a semi-public good – the usage of which can be charged.	

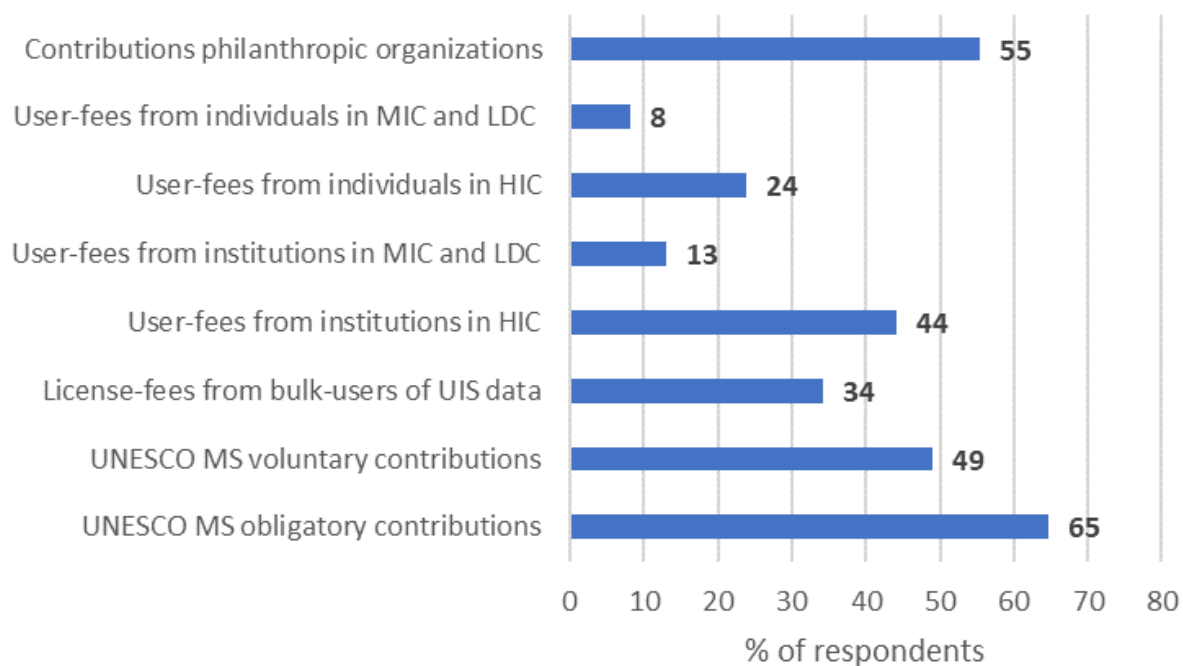
License-fee model	This model targets bulk users of UIS data (see Text box). These bulk users are also funded by member states, bilateral donors and private foundations. This model would effectively include (and counter free-riding of) these donors in funding UIS. This model requires UIS to establish a data portal for bulk download and payment of UIS data.
Institutional user model	This model targets low volume users of UIS data, such as ministries, universities, think tanks, etc. who use data for research and policy-making. These institutions will not be able to pay on an individual transaction basis. This model thus requires the development of an annual subscription model. The fee-level can vary according to user origin, i.e. developed or developing country.
Individual user model	This model resembles the previous one albeit targeting individual data users. This model requires a pay-per-transaction approach.
Combined models	
Hybrid model	This model foresees the combination of any of the above donor and user-fee based models. This is probably politically the most feasible model. It is also the most difficult and costly for UIS to implement as it needs to develop and implement multiple strategies, supporting documents and IT platforms in parallel.

4.5. The view from the field

94. Views differ among the key informants to this evaluation on the appropriate funding model for UIS. Some embrace the concept of data as a global public good. They point out the benefits for research & development and evidence-based policy making, especially in developing countries. Some warned that charging bulk users of data, such as UNICEF, could open Pandora's Box as, example given, UNICEF could subsequently charge the UIS for its use of data from its Multiple Indicator Cluster Survey. Other key informants recognize both the need and the possibility to charge for UIS data. They put more emphasis on UIS' current underfunding, the need to incorporate free-riders and that data is UIS' core strategic asset.

95. The survey provides a picture with sharp contrasts. On the one hand, 65% of the respondents noted that UIS should be financed, amongst others, from UNESCO member states obligatory contributions. On the other hand, 55% thought that UIS should source funding from philanthropic organizations. Clearly, few respondents thought that data users from middle and low-income countries should be charged.

Figure 17 - How UIS should be funded according to the survey respondents



4.6. UIS' resource mobilization

96. UIS does not have a written resource mobilization strategy. The responsibility for resource mobilization lies with the UIS Director and the Head of Section Data Analysis and Outreach. The latter position is vacant, putting the brunt of the responsibility on the shoulders of the UIS Director. At the time of this evaluation, UIS was on the verge of signing large, multi-year, project-based contracts with a bilateral development agency and a private foundation on measuring learning outcomes. Neither contract will however solve UIS' medium-term financial challenges fully.

97. It is not clear what strategy UIS pursues to secure its core data production work. Several, well-placed, key informants observed that UIS' sales pitches tend to lack a succinct, logical and consistent story-line undergirded by clear cost-data. Donors need such a well-articulated and substantiated strategic message to buy-into and gain approval for any funding proposals. There was consensus among the interviewees that a person needs to be brought on board with fund raising skills who can develop UIS' strategic message, communicate it and support others, including the UIS Director and senior staff, to do the same. It is positive that the position for the Head of Section of the Data Analysis and Outreach (a P5 position) is under recruitment.

98. Any resource mobilization strategy benefits from an explicit costing of what one seeks to fund. Sharing such cost data with donors provides confidence in the validity of the funding request. At present, UIS does not know the exact (level of) efforts and costs involved in, nor what in effect constitutes, its core data production work, although efforts are underway to rectify this shortcoming. It is possible for UIS to unpack its business and record the activities, as well as the time and the (labor) costs involved in its core data production, i.e. to adopt time-recording practices and cost-pricing.

4.7. Conclusion

99. There is no single and definitive answer on how UIS should be funded. It is a choice to be made by UIS together with its principal (UNESCO) and key partners (member states, donors and international organizations).

5. Mutual dependency

Is there a need for changes in institutional set-up, management and physical location of UIS?

100. This final chapter – before drawing conclusions and formulating recommendations – zooms in on UIS' relationship with UNESCO, UIS' internal management, and geographic location. This chapter's evaluation question is answered per subtopic and per section.

5.1. UNESCO relations

101. UIS is an integral part of UNESCO.²² It is subject to the same rules and regulations as UNESCO.²³ UIS' budget and financial accounts are consolidated with those of UNESCO and UNESCO is quasi UIS' lender-of-last-resort as evidenced by the recent capital injection of US\$2 million (UNESCO 2018).

102. UIS and UNESCO's interdependency is not merely formal in nature. It holds equally for their operations. They cover, by design, the same sectors. They co-chair the Technical Coordination Group on the Indicators for SDG 4 – Education 2030, which is responsible for the operationalization of the global and thematic SDG-4 indicators. They jointly implement programs such as the, previously mentioned, Capacity Development for Education program or the STEM and Gender Advancement program. Moreover, UNESCO depends on UIS' data to monitor and assess its programs, as well as shape its flagship publications like the Global Education Monitoring Report and Science Report.

103. UIS and UNESCO do not have a governance and cooperation structure commensurate to this deeply entwined relationship. UIS formally reports to the UNESCO Director-General. Historically, lack of time, resources and different priorities on the part of the Office of the Director-General left UIS effectively without institutional support and guidance.

104. But what about UIS' functional autonomy?²⁴ This entails that UIS can, independently from UNESCO, decide how it works, initiate specific work streams and recruit all staff up to P5 positions. UNESCO can still provide strategic directions or set program priorities. Take for example Statistics Canada, which, like UIS, enjoys autonomy. It can decide independently how it goes about its work. Its work program is nonetheless set externally, based in part on the constitution and set in part by the Federal Government. In other words, functional autonomy divides responsibilities; it neither prevents nor abdicates UNESCO from providing strategic directions (or – formulated positively – from UNESCO and UIS working together).

105. And how about UIS' own Governing Board? The UIS' own Governing Board's primary tasks are to define UIS policy and broad functions, as well as to approve the yearly institutional program and

²² Article II of UIS' statutes states: '*A UNESCO Institute for Statistics is hereby established within the framework of UNESCO, of which it shall be an integral part*' (UIS 2000).

²³ For example, for staff recruitment, procurement of goods and services, and financial and administrative management.

²⁴ As equally laid down in Article II of UIS' statutes: '*Within [UNESCO's] framework the Institute shall enjoy functional autonomy necessary to achieve its objectives*'. (UIS 2000)

budget. The Board also monitors, evaluates and provides guidance on the institute's operations.²⁵ The Governing Board protects UIS' functional autonomy from UNESCO. Again, it does not prevent or abdicate UNESCO from providing strategic guidance to UIS (of course, ideally, in close collaboration with UIS' Governing Board).

106. UNESCO's Education Sector developed a global approach to coordinating and working with their Category 1 institutes. They developed a so-called Table-of-Authorities, which sought to align how the Category 1 institutes organize themselves and feed into UNESCO's quadrennial and biannual work program and budget process. The Table-of-Authorities is normative in nature and covers such topics as planning, monitoring, management, administration and governance. It does not provide a forum or directions for joint, content-based work.

107. UIS forms an integral part of UNESCO and the work and responsibilities of both institutions are intertwined. At present, UIS and UNESCO do not have a governance and cooperation structure commensurate to this deeply entwined relationship. Both would benefit from a formal cooperation structure and a meeting platform to coordinate and learn from each other's work across all sectors. See Text box for a recent development in this regard.

Text box 5: UIS Proposal for a UNESCO Statistical Coordination Committee

In June 2018, the UIS proposed to the UIS Governing Board the establishment of a UNESCO Statistical Coordination Committee (UIS 2018f). Its purpose is to better coordinate work and promote active collaboration between UIS and UNESCO. The proposal is based on the concept of '*engaging users to identify their needs and proposing strategic options for meeting these needs*'. The proposal is for the committee to be chaired by the Chair of the UIS Governing Board and report to the Director of the UIS.

5.2. Internal management

108. In 2017, UIS implemented a restructuring process. This was meant to align the organizational structure to UIS' mandate for monitoring the SDGs and remove duplications of tasks between sections. Consequently, staff were reallocated over a new set of organizational divisions. As UIS's financial woes deepened, UIS decided to let go of 30 staff members (or one-third of its total staff) through early voluntary retirement and the non-extension of temporary project-appointments (UNESCO 2018a).

109. A restructuring process is difficult in the best of times, but when it becomes a question of institutional survival it transcends a mere change management process in which an organization moves along a pre-defined path towards a new organizational set-up. Instead, it becomes a transformation process in which UIS needs to reinvent itself, letting go of how it has worked thus far and discovering a new way to operate more successfully.

110. Organizational transformations are deeply personal experiences. 'Since people have a personal connection to how they work, there is no way to this impersonally ... Transitions are psychological ... a [collective] process by which people unplug from an old world and plug into a new world' (Bridges

²⁵ Source: <http://uis.unesco.org/en/governing-board> (accessed 13 September 2018)

1991). A transition process can be managed and eased through active guidance, transparency, inclusiveness, empowerment and collective action.

111. There are strong indications that UIS' senior management insufficiently recognize this, i.e. that an organizational transformation is necessary as well as that this requires active staff management and engagement. There have been few staff meetings, or a collective (management) exercise to identify the root causes of and ways to address UIS' woes. The senior management team only meets once-a-month and does not function as a cohesive body. The UIS Director travels extensively in part due to her deep engagement in the operationalization of the SDG Education 2030 Agenda. These frequent absences leave a management vacuum in Montreal and prevent consistent in-depth engagement with staff. Key informants, both externally and within UNESCO agreed that it is extremely challenging to simultaneously provide technical leadership on the SDG 4 agenda, strategic leadership to UIS, raise funds, manage the organization and implement a restructuring process. This situation is compounded by the fact that there is no deputy function or a fully empowered senior manager who can step in to provide internal management leadership.

112. It is therefore not surprising that a November 2017 survey amongst UIS staff, including the heads of sections, administered by the UIS section of the UNESCO Staff Union²⁶ raised concerns about the working climate at UIS (see Text box). While senior management criticized the way the survey questions had been formulated, the interviews confirmed that the working climate leaves much to be desired. More importantly, downplaying the survey outcome does not recognize staff voice, nor the positive role they could play in transforming the organization.

Text box 6: Staff survey outcome

- 67% of respondents described the ethical climate at UIS as 'Bad' or 'Very Bad';
- 78% of respondents do not feel active management support;
- 39% of respondents described their stress level as 'Highly stressed';
- 65% of respondents are 'demotivated' or 'highly demotivated' towards their job;
- 78% of respondents are currently looking for another job or plan to soon;
- 59% of respondents have 'serious concerns' about the future of the UIS.

Source: (UIS-STU 2017)

113. The interviews suggested that there exists little mutual trust between staff and the executive management, there is no culture of critical and open feedback, staff are reluctant (if not afraid) to speak their minds and the work environment is uncomfortable. There is no sense of team-spirit and collective action. UIS' financial woes require a concerted effort from management and staff to resolve. The present staff climate acts as a break on any such effort. UIS' internal management requires urgent attention.

The UIS section of the UNESCO Staff Union administered the survey; according to the UIS STU, over 50% of UIS staff are members of the UIS SU.

5.3. Montreal

114. In April 2018, Canada's Prime-Minister Trudeau visited UNESCO headquarters. In a bilateral meeting with UNESCO's Director-General, he expressed Canada's unabated support to hosting the UIS. This support comes with an annual, unearmarked financial contribution to UIS budget of about USD 1.2 million (UIS 2018a).

115. During the interviews, interviewees were asked about their thoughts on UIS being located in Montreal²⁷. As most interviewees emphasized different considerations, it turned out to be a good way to collect the criteria on which to judge UIS' geographical location (see Table 5).

Table 5. Assessing UIS' current location

Judgement criteria	General assessment
Host country level of financial support	Good
Access to international staff	Good ²⁸
Access to contractors and service-providers	Good
Proximity to partners, UNESCO, and member states	Suboptimal (see main text)
Accessibility (Airport hub)	Satisfactory ²⁹
Quality of life	Good
Statistical community	Good ³⁰
Visibility	Suboptimal ³¹

116. Most informants ultimately thought that UIS geographical location '*did not really matter*', especially not in this day-and-age of electronic communication. Some informants, however, thought differently. They emphasized the importance of UIS being close to international partner organizations (probably New York), UNESCO's program sectors (Paris) or member states (a major airport hub in Europe or the Middle-East).

117. UIS participates actively in international fora and workshops, mostly hosted by relevant partners to UIS,³² which gives it ample opportunity to interact face-to-face with partners, making this argument less convincing. UIS currently works little on enhancing the statistical capacity of member states and most interaction with the member states is done by the field office staff. At present, this also does not present a strong argument to move.

²⁷ Montreal is home to four UN Agencies: (i) the International Civil Aviation Organization; (ii) the Multilateral Fund for the Implementation of the Montreal Protocol; (iii) the Secretariat of the Convention on Biological Diversity; and (iv) UIS. It also houses 65 international (non-)governmental organizations. (Source: Montreal International).

²⁸ UIS' practice to extend short-term contracts to international staff, i.e. below 12 months in duration, does hamper its ability to recruit international staff. People (especially with families) do not tend to pack their bags and emigrate for periods under 3 years. The UIS also experienced difficulties in recruiting a senior financial and administrative officer. UIS recruits, according to UNESCO custom, an international staff for this position even when there must be ample qualified Canadian citizens. Any difficulties appear to be caused by UIS/UNESCO recruitment policies than related to Montreal.

²⁹ Good for Washington, New York and Paris (Europe). Difficult for Africa and Asia.

³⁰ One of the original reasons for choosing Montreal was that it would allow UIS to connect to the globally-leading, North-American statistics community. This includes, amongst others, the Canadian and American Statistics Associations, the Survey Methodology Group, the Data Science Network, decentralized statistical offices (most notably Quebec Province), and leading North-American universities. The interviews suggested that UIS is not active in this community.

³¹ UIS is located on the campus of the University of Montreal. This provides it little visibility to the international development community (in the way that it would if UIS would be located on UN premises in New York, Paris or Geneva).

³² The UIS also regularly hosts meetings, including of the Technical Coordination Group on the Indicators for SDG-4 Education 2030 and the Global Alliance to Monitor Learning.

118. The strenuous relationships between UIS and UNESCO probably offers the most compelling argument for UIS to relocate. Moving to Paris and even UNESCO headquarters would allow it to build more intense working relations with UNESCO's program staff. Of course, such a move would run counter to the original decision, made in 1999 to position UIS outside of UNESCO's headquarters and give it functional autonomy (UIS 2016). This decision followed concerns about the influence member states and UNESCO could have on UIS and the concomitant credibility of UIS data.

119. Geographical distance is but one guarantor of independence and not the most convincing one. More important are: (i) developing, designating and abiding by a clear set of rules on the division of responsibilities and coordination of work; and (ii) staffing UIS with independent-minded senior professionals. How else would national statistical offices and central banks in member states remain independent when they are (mostly) located in the same (capital) city as the national government and parliament?

120. Still, a move to Paris is likely to be politically complicated. It would also be an expensive exercise as staff and their families need to be relocated, a new space rented and furnished, and a new ICT environment established. All this in a time when money is scarce. Better to stick to the majority opinion that, in this day-and-age, location does not really matter. In short, UIS can stay put in Montreal and continue to enjoy the present political and financial support from the Canadian government.

6. Back to the future

121. This final chapter concludes, identifies lessons, and formulates recommendations for the UNESCO Director-General and the UIS Director.

6.1 Conclusion

122. UIS is as relevant as it has ever been before. The 2030 Agenda for Sustainable Development is more ambitious than the Millennium Development Goals: it addresses more topics and, in the field of education, it covers learning assessment data in addition to education statistics, such as enrollment rates. The demand for statistical expertise and data from international organizations and national governments only increases.

123. UIS is, by design, the global agency to which national statistical offices and line-ministries report their education, science, culture and communication statistics (according to UIS standards) which makes the UIS indispensable in the monitoring of the SDGs. Importantly, UIS exerts leadership in developing the indicators and monitoring framework for SDG 4 Education.

124. Still, UIS faces challenges. In short:

1. UNESCO and external partners would like to see greater responsiveness from UIS to their (evolving) demands. UIS' needs to find resources and increase its responsiveness to maintain its standing.
2. UIS' mandate covers education and science, culture, communication and information, UIS needs to work across all sectors, not only education.
3. UIS' relevance does not automatically translate into funding – it needs to secure medium-term funding for its core standard setting and data production work. For that purpose, it requires a clear strategic message and resource mobilization strategy and know the costs of its products and services, which are both currently lacking.
4. UIS forms an integral part of UNESCO even if it enjoys functional autonomy. It needs to rediscover a mutually reinforcing relationship with UNESCO.
5. UIS faces a problematic work climate. It needs to close the chasm between management and staff and imbue the organization with new energy.

125. If UIS is able to meet these challenges, then – given the demand for data and statistical expertise – the future is theirs – there is no reason why UIS cannot grow again: in products, services, staff numbers and funding.

6.2 Lessons learnt

126. The conclusion already touched on some key lessons emerging from this evaluation – these are:

1. UIS' data production work undergirds its roles of thought leader, service-provider and capacity developer. UIS' data is its comparative advantage and unique selling point and offers it the expertise and experience to perform its different roles.
2. Relevance does not automatically lead to funding. UIS, like any other organization, needs to continuously prove its worth and adopt, and implement, a convincing fundraising strategy.

3. UIS cannot decouple itself from UNESCO – it is an integral part of UNESCO. While UIS' functional autonomy provides operational freedoms and responsibilities, this does not reduce the need for UIS and UNESCO to work together and for UNESCO to set strategic or program priorities.
4. UIS can and should adopt contemporary management practices within the framework of UNESCO's rules and regulations.
5. UIS requires both depth and breadth in its management, understood as a more robust executive and senior management set-up, able to motivate staff. A strong internal management structure with delegation of authority will help address the current challenges of the Institute by facilitating the development of a compelling new strategic message, an effective resource mobilization strategy and a revitalized internal organization.

6.3 Recommendations

127. UIS is relevant. The question is how the Institute can capitalize on its relevance: how can it convince the international development community that investing in data is crucial to achieving the SDGs? How can it show that data collection and dissemination has a cost? Developing UIS' offer goes beyond the scope of this evaluation and is for UIS to do.

128. To be able to do so, a couple of fundamental changes and choices need to be made. Some of these changes and choices are the prerogative of the UNESCO Director-General; others can be initiated by the UNESCO Director-General, but require the approval from UNESCO's Executive Board; and still others lie within the remit of the UIS Director.

Note: The recent proposal by UIS to establish a UNESCO Statistical Coordination Committee could serve as a starting point for discussions between UNESCO and UIS on how to shape the recommended coordination group. It is important that UNESCO, as principal of UIS, should chair the coordination group (or committee) and that the group should obtain the delegated authority from the Director-General to oversee and provide strategic directions to UIS over and above the opportunity this group creates for improved coordination and collaboration between UNESCO and UIS.

6.4 Recommendations for the UNESCO Director-General

129. **To formulate a proposal to the UNESCO Executive Board on the future funding model for UIS.** This should include an explicit proposal on whether UIS data should be offered as a global public good, free of charge for all users. In favor speak the positive externalities emanating from the free use of data by policy-makers and researchers. Against speak the cost involved in producing high-quality data and the free-riding behavior inherent in public goods. If UIS data is offered as a global public good, propose UNESCO's Executive Board to fund UIS core work (to be defined and costed by UIS – see next section) from UNESCO member states' ordinary contributions (i.e. adopt a membership fee model akin to the UN Statistical Division, Eurostat and the statistical divisions of the OECD and FAO)³³.

³³ The prospect of introducing user-fees may incentivize leading donors in education, science, culture, communication and information to favor the funding of UIS through UNESCO member states ordinary contributions. This would probably imply lower contributions for these donors than in a user-fee model. The user-fee model would probably have to rely heavily on bulk-users of data, such as the Global Education

130. **To install an internal, formal and cross-sectoral coordination group** to provide strategic direction to, support and coordinate UNESCO's work with UIS. Such a formal coordination group, with delegated authority from the Director-General, recognizes that UIS forms an integral part of UNESCO and that UNESCO should provide strategic leadership. The coordination group also allows for improved coordination of the work between UIS and UNESCO's program sectors and increase the attention given by UIS to non-education sectors. The purpose of the coordination group is to help UIS reach its potential and coordinate the needs and requirements of UNESCO's program sectors, as well as the 2030 Agenda for Sustainable Development. The tasks of the coordination group are to (i) support UIS in developing a new strategic message and effective resource mobilization strategy; (ii) to set the strategic priorities for UIS; (iii) to draft, approve and monitor a three-year rolling workplan for the UIS; (iv) to draft, approve and monitor the annual workplan; and (v) provide any other support needed to assist UIS in its transformation process (see conclusion and recommendation to UIS Director). Under this model, while UIS would remain responsible for fund-raising, UNESCO program sectors may help with this. The coordination group should encompass the UIS Director and second in command (see § 135), all UNESCO program sectors, the Bureau of Strategic Planning and the Bureau of Financial Management.³⁴ The chair of the coordination group should lie with UNESCO and either rotate on an annual basis between the program sectors or be assigned to the Bureau of Strategic Planning. Coordination group members should ideally be at the same level as the UIS Director to create a body of equals and allow for collegial decision-making. Finally, the coordination group operationalizes the UNESCO Director-General's oversight of UIS – it neither alters nor diminishes the roles and responsibilities of the UNESCO Executive Board or the UIS Governing Board. Given the overlap in interests and responsibilities between the coordination group and the UIS Governing Board, and to foster close consultation, it seems sensible for the chair of the coordination group to represent the UNESCO Director General on the UIS Governing Board.

131. **To maintain UIS in Montreal** as long as the Canadian government financially supports the institute. There are no overriding arguments to change location.

6.5 Recommendations for the UIS Director

132. **To determine and cost UIS' core data and indicator set.** The production of internationally comparable statistics in education *and* science, culture, communication and information, and its implications, is UIS' prime political mandate, comparative advantage and unique selling point. UIS should secure (funding for) the production of its core data and indicator set across all sectors before endeavoring into other areas of work. To that end, UIS should continue its efforts to determine which data and indicator sets are critical for the 2030 Agenda for Sustainable Development and UNESCO and what costs are involved to produce these data sets. The latter requires the introduction of cost-pricing and project-time-management systems in UIS.

133. **To reallocate staff and monetary resources to secure the production of UIS core data and indicator sets.** UIS has suspended or reduced the frequency of its Research & Development Survey, Innovation Survey, Cultural Employment Survey, Feature Film Survey and Media Survey. To the extent

Monitoring Report, which itself is funded by these same leading bilateral donors. The membership-fee model would spread the costs of funding UIS over more member states.

³⁴ During the transformation period, UNESCO's Human Resource Management division should also participate.

that these surveys are critical for UIS' core data and indicator sets, UIS should reallocate staff and financial resources to administer these surveys and process the survey data.

134. **To develop a new strategic message and resource mobilization strategy for UIS.** A strategic message captures UIS core function and utility for its key clients in a succinct and compelling way. It should be accompanied by a set of short, real-life, stories which illustrate UIS' utility for international and national-level decision-makers. These stories should include clear cost data to highlight that data is both useful and costs money to produce. The purpose of the strategic message and the stories is to convince donors and data users to financially support UIS in producing high-quality and relevant data and indicator sets. A compelling strategic message and set of stories will also help to revitalize the internal organization as staff see and can buy-into a new organizational purpose. Of course, this is most likely to occur when staff are fully involved in developing these messages and stories. The need for a new strategic message and resource mobilization strategy is independent of UNESCO's decision to offer UIS data as a global public good.

135. To reconfigure the management of the Institute ensuring that there is a strong second in command who is empowered to lead the Institute when the Director is absent from the Institute. This could be a senior staff, for example the Operations Manager, with deputy functions added to their terms of reference. This person should take responsibility for the internal management of UIS, transforming it into a modern service provider by unpacking its activities and helping create a culture of trust, empowerment, performance and accountability in response to the currently low staff morale (see § 112 and Text box 6), thereby effectively taking charge of the following two recommendations. Ideally, this 'deputy' could also take on coordination of resource mobilization in the office.

136. **To introduce modern management practices in UIS.** UIS can adopt modern management practices such as cost-pricing, project time management, results-based management and staff empowerment. The purpose of their introduction is to know the costs of UIS' individual products and services, as well as to manage UIS more consciously, inclusively and results-oriented.

137. **To urgently address the current work climate in UIS,** which, according to a recent survey is cause for concern. As the Institute overcomes its current crisis, actions must be undertaken that this improves. This will, in turn, support the sustainability of UIS and lay the groundwork for the Institute's staff to make exceptional efforts under challenging circumstances.

138. In the process, UIS needs to convey to staff the need to reshape the organization and empower staff to take part in this transformation process. Moreover, UNESCO should actively and constructively back UIS in its transformation and reorganization process.

6.6 Post-script

139. The implementation of the full set of recommendations entails a positive transformation of UIS. The underlying premise is that if UIS returns to its core function (standard-setting and data production), it can create the space to regroup and reposition itself internationally, prove its worth to its key donors and clients, mobilize new medium-term sources of funding, and revitalize its internal organization to subsequently grow its activities again on a sound financial and organizational footing.

ANNEX A - Reviewed documents

UNESCO

- Initial risk assessment of UNESCO UIS for the field audit 2018. Paris: UNESCO-IOS
- Risk assessment of UNESCO UIS. Paris: UNESCO-IOS
- UNESCO Culture Sector and UNESCO Institute of Statistics Cooperation Plan 2018 – 2021. Draft version April 2018
- Audit Report on the Culture Sector. UNESCO Executive Board. 202 EX/32.INF.2. 13 September 2017
- GEM (2018) Fulfilling our collective responsibility: Financing global public goods in education. Paris: UNESCO.
- Mission Report. Mission to Montreal to represent the DG to the 19th Session of UIS Governing Board in Montreal. 20 December 2017
- Mission report – Mission to UIS Montreal. 31 March 2017
- UNESCO moving forward the 2030 Agenda for Sustainable Development. Paris: UNESCO Task Force on the 2030 Agenda for Sustainable Development
- Education Sector. Table of Authorities between the Education Sector and the Cat. 1 Institutes
- Decisions adopted by the Executive Board at its 204th session. Board paper. 204 EX/Decisions

UIS

- UIS Basic Texts
- UIS Theory of Change
- Report of the Director on the Activities of the Institute in 2017. UIS Governing Board. UIS/GB/XIX/3
- Report of the Director on the Financial Statements of the UNESCO Institute of Statistics for the year ended 31 December 2017
- Revised Medium-Term Strategy 2017-2021 of the UNESCO Institute of Statistics. UNESCO Executive Board. 201 EX/13. 16 March 2017
- UIS as a trusted partner. Memo UIS-18/DIR/HQ/004
- UIS Cost-recovery policy and its implementation for the UIS Field Unit. UIS/GB/XIX/6. Montreal, November 2017
- The Investment Case for SDG 4 Data. Concept Note. Dubai: Technical Cooperation Group on SDG4-Education 2030 Indicators.
- Towards an Innovative Demand-Driven Global Strategy for Education Data. Concept note 2018/1. Montreal: UIS
- Results of the UIS-STU Survey. November 2017
- Infographic UIS-STU Staff satisfaction survey results 2017
- 2018 Revised Appropriation Resolution. Policy and Planning Committee of the UIS Governing Board. Twentieth Session. 2 May 2018.
- UIS financial situation. Power Point Presentation. March 2017
- UIS Executed Trust Fund in Education Data (UIS-ETFED). Power Point Presentation. Director UNESCO Institute of Statistics. Ottawa. 5 June 2017
- Strategic Review of UIS – Setting the Stage. 19 September 2016

Other

- HLG-PCCB (2018). Does the United Nations need a Chief Statistician? New York: High-Level Group for Partnership, Coordination and Capacity Building for Statistics for the 2030 Agenda for Sustainable Development. 26 February 2018
- OECD (2018). The Investment Case for Monitoring the Education Sustainable Development Goal. Global Partnership for Education Financing Conference Partnership day. Joint Brochure by OECD, UIS, and GEM
- OECD (2017). Indicator Framework for the Education Sustainable Development Goals (SDGs): collaboration between UNESCO, the UNESCO Institute of Statistics and the OECD. Letter dated 17 March 2017. OECD, UIS and UNESCO.
- Tier Classification for Global SDG Indicators (Version 11 May 2018)
- Report of the Inter-Agency and Expert Group on Sustainable Development Goal indicators. Statistical Commission. Forty-eighth session

ANNEX B - Key informants

Name	Organization
UIS	
Silvia Montoya	Director
Brian Buffett	Information technology Services
Friedrich Hübler	Education Standards and Methodology
Said Voffal (ESS)	Education Survey
José Pessoa	Science, Culture and Communication
Rohan Pathirage	Science
Alison Kennedy	Education
Shailendra Sigdel	South-Asia
Juan Cruz Perusia	Latina-America and Caribbean
Marc Bernal	Sub-Saharan Africa
Peter Kyalo	Finance and Administration
Maria Helena Capelli Miguel	UNESCO Staff Union – UIS section
Adriano Miele	UNESCO Staff Union – UIS section
Governing Board	
Sylvie Michaud (Chair)	Statistics Canada
Lennart Nordström (Sweden)	Optim8 Business Solutions AB
Grace Bediako (Ghana)	National Development Planning Commission
Dankert Vedeler	Deputy Permanent Delegate of Norway to UNESCO
UNESCO	
Elaine Ayotte	Ambassador – Permanent Delegation of Canada to UNESCO
Dominique Levasseur	Permanent Delegation of Canada to UNESCO
Susanne Frueh	IOS
Hiranand Purkait	IOS
Christian Muco	IOS
Manos Antoninis	GEMR Director
Svein Ostveit	Education Sector
Jordan Naidoo	Education Sector
Lynne Patchett	Culture Executive Office
Mechtild Rössler	Culture Sector
Jyoti Hosagrahar,	Culture Sector
Kristof Vandenberghe	Science Sector
Ernesto Fernandez Polcuch	Science Sector
Jean-Yves Le Saux	Bureau of Strategic Planning
Nutan Wozencroft	Bureau of Financial Management
Category 1 Institutes	
David Atchoarena	Institute for Lifelong Learning
Renato Opertti	International Bureau of Education
Grant Lewis, Suzanne	International Institute for Educational Planning
Bilateral development agencies	
Sarah Hennell	United Kingdom (DFID)

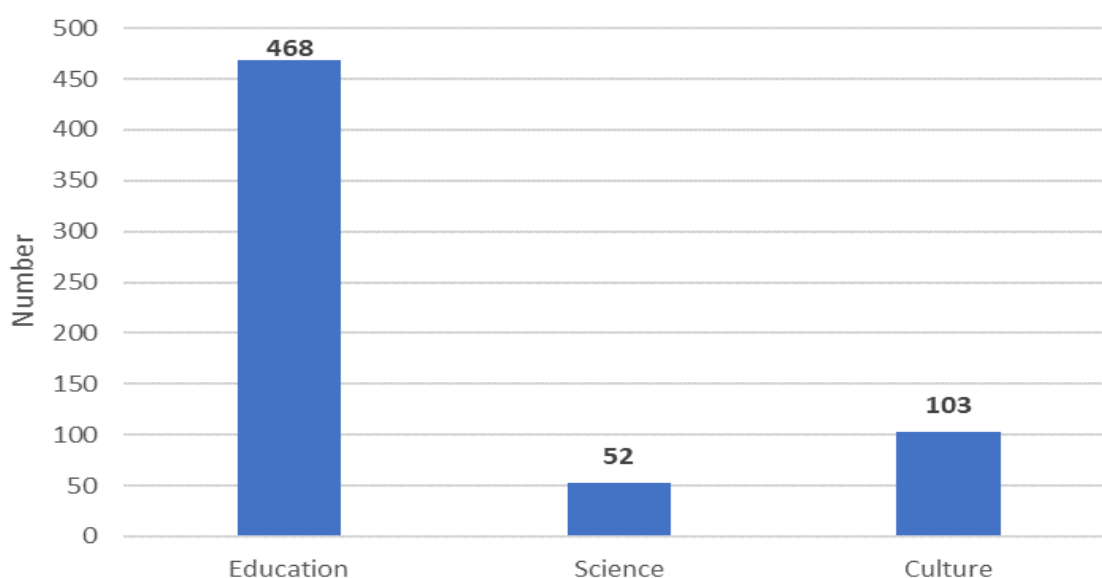
Name	Organization
Gerd Hanne Fosen	Norway (NORAD)
Lene Leonhardsen	Norway (NORAD)
David Coleman	Australia (DFAT)
Arnaud Dion	Montreal International
International organizations	
Nidhi Khattri	GPE
Michael Ward	OECD
Husein Abdul-Hamid	World Bank
Jo Bourne	UNICEF
Francesca Perucci	UN Statistical Commission
Sabine Warschburger	UN Statistical Commission
Pietro Gennari	FAO
Milorad Kovacevic	UNDP
Malgorzata Stadnik	Eurostat

ANNEX C - Online survey

Introduction

An online survey was conducted amongst 1,695 representatives of UIS' partner organizations in 191 countries and territories. These representatives are UIS' contact persons for its own data collection surveys. All persons provided by UIS were included in the survey population. 623 persons responded to the survey which equals a **response rate of 37%**.

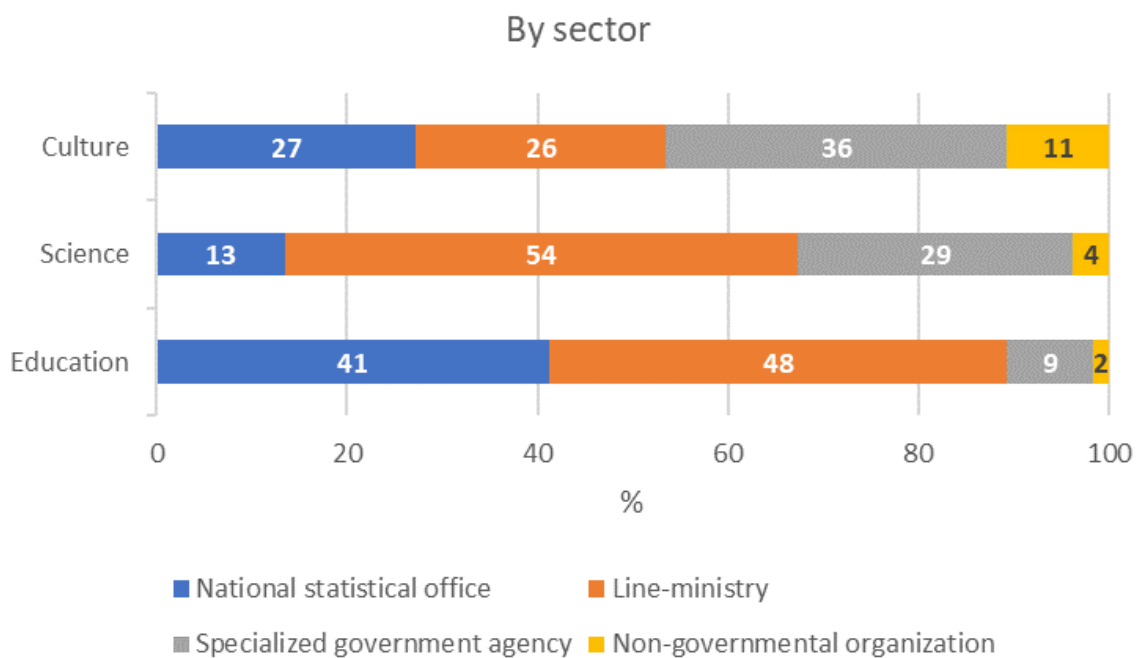
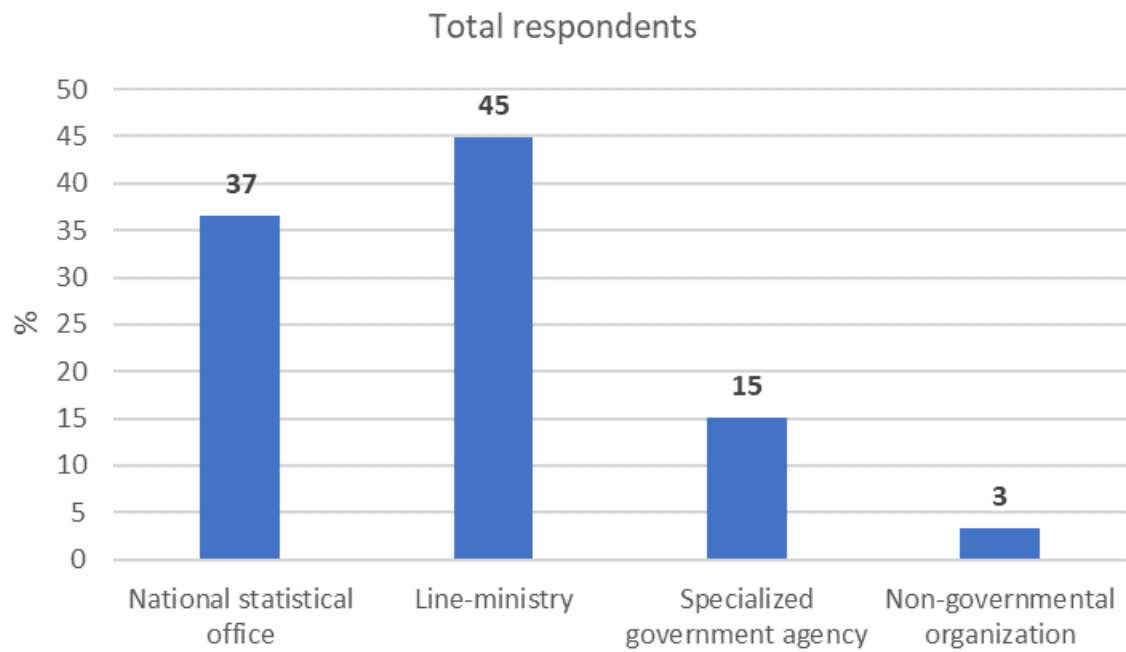
The survey population included significantly more contact persons from UIS' Education Sector. This group also showed a higher response rate (39%) than the contact persons from the Culture Sector (30%) and Science Sector (37%).



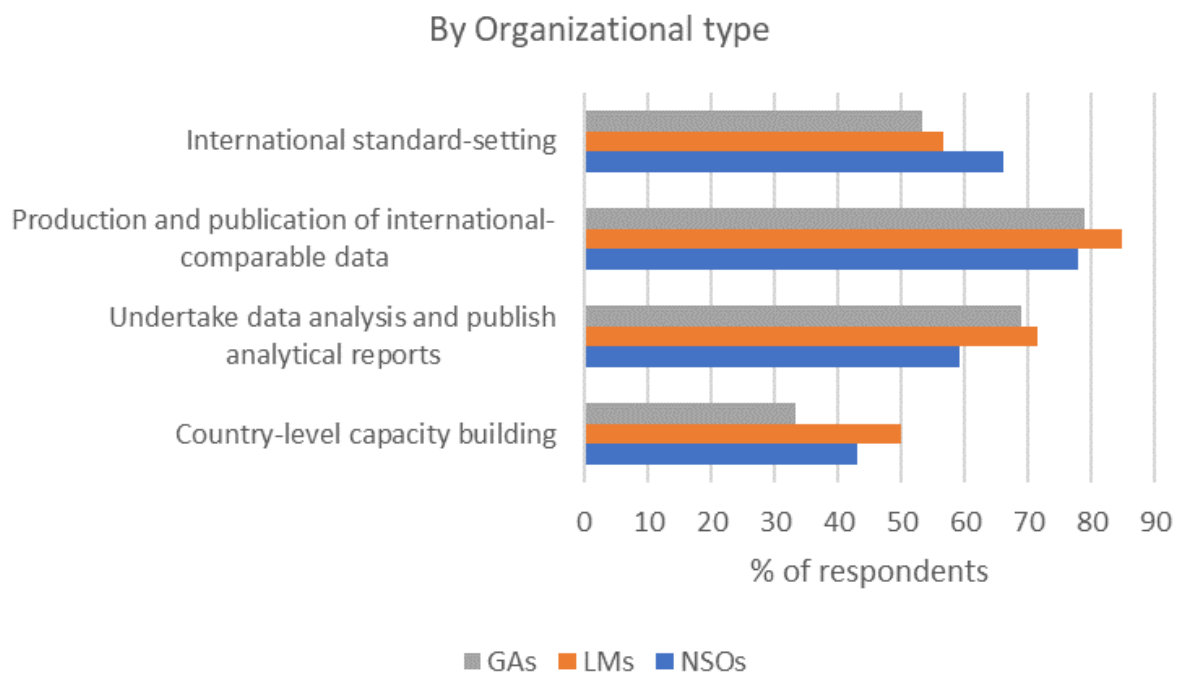
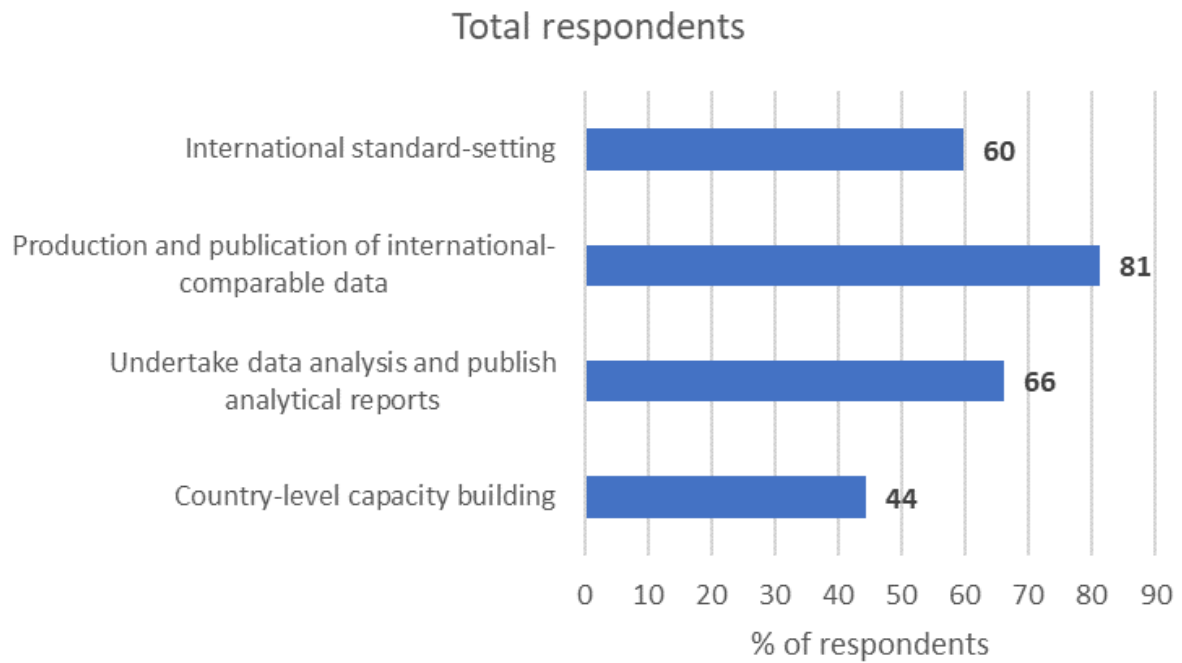
The survey was administered through the, Swiss-based, online survey platform *Onlineumfragen.com*. The survey respondents could respond to an English or French version of the survey. The survey was conducted anonymously. This appendix presents the full results of the survey.

Survey outcome

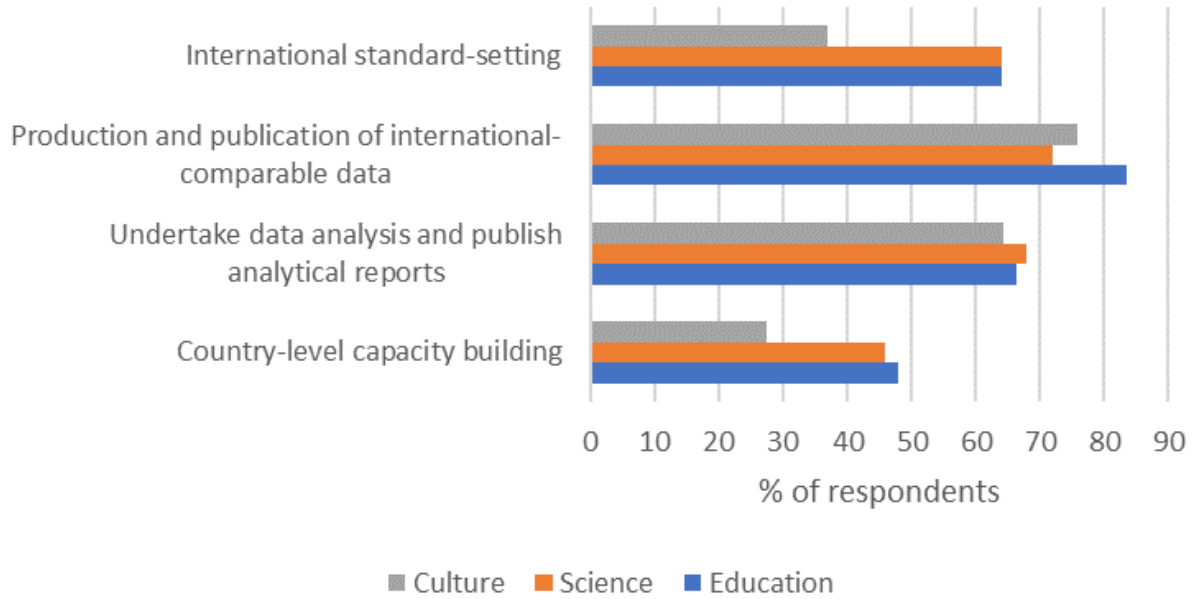
Q1. Where do you work?



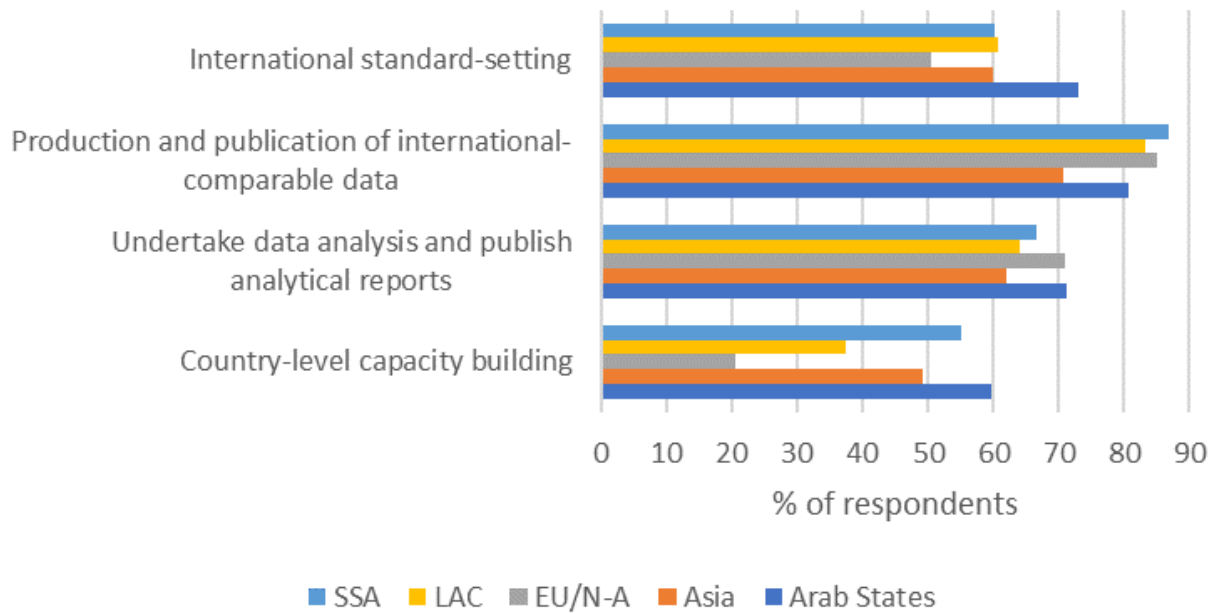
Q2. What, in your view, is the role of the UNESCO Institute for Statistics?



By sector

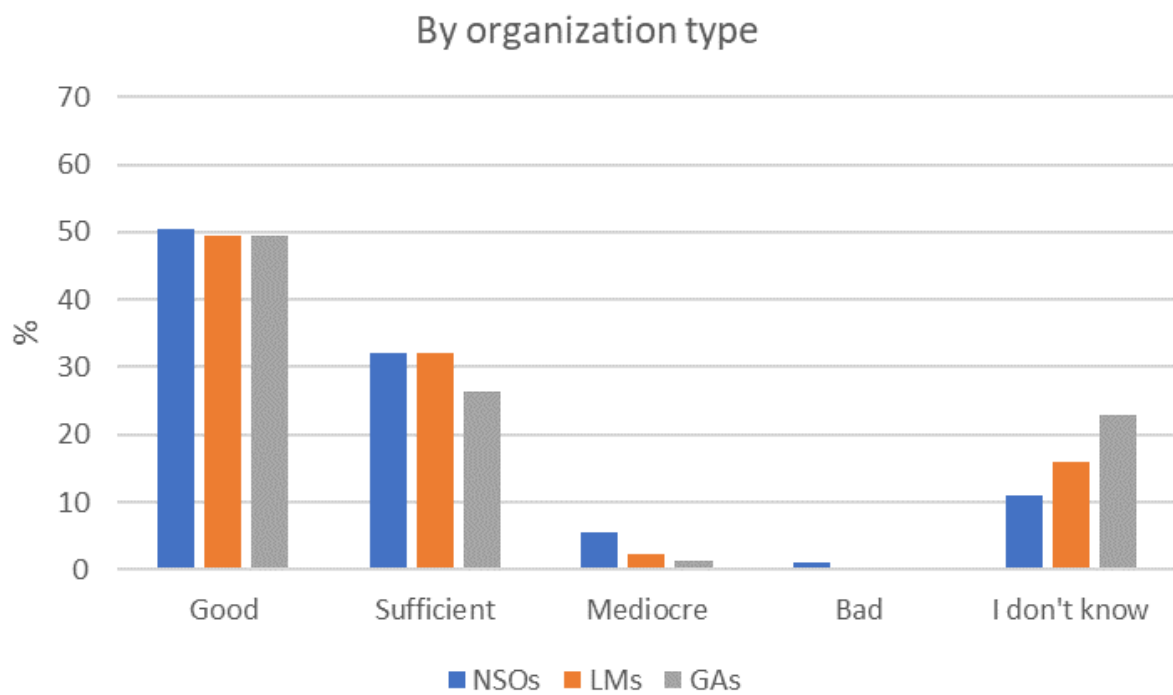
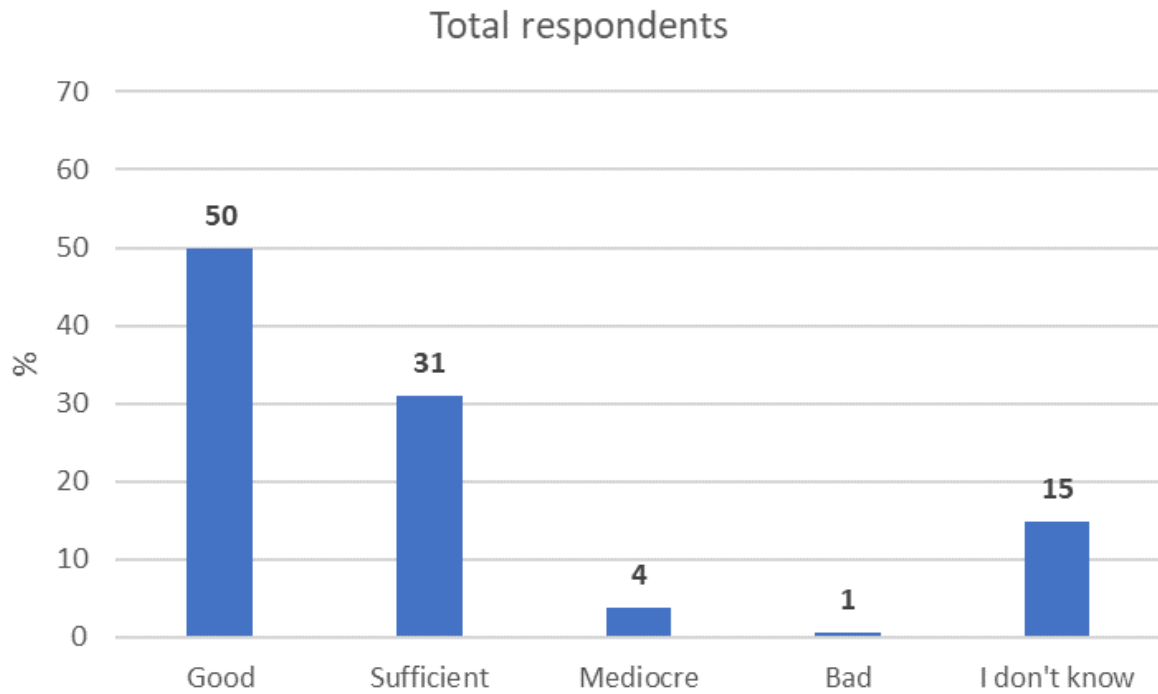


By region

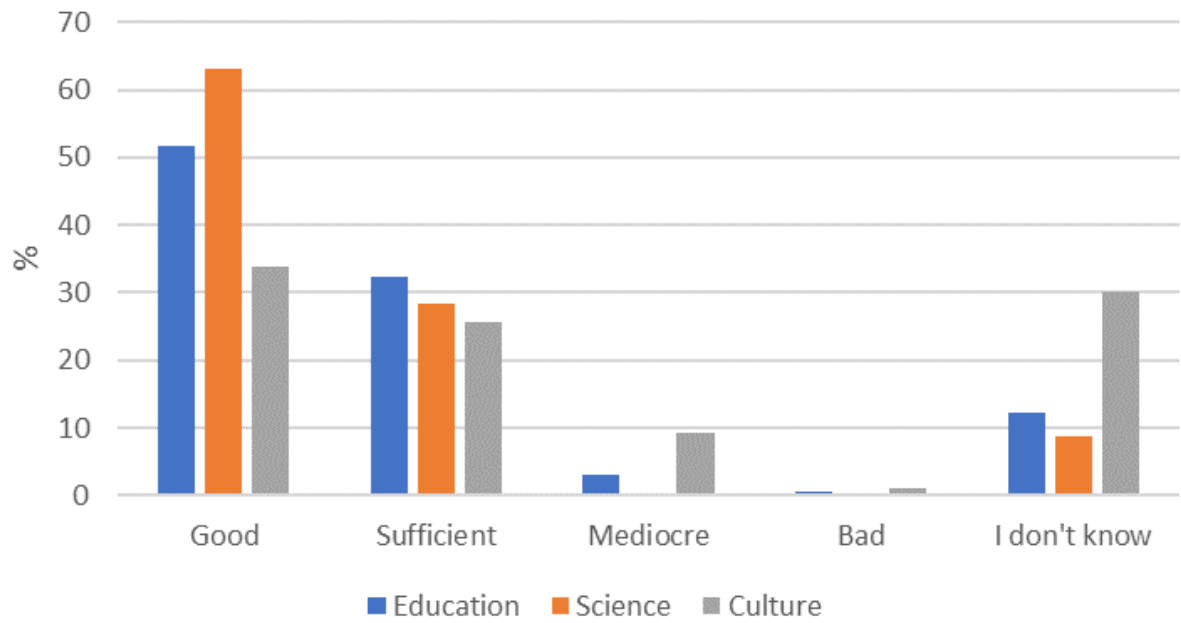


Q3. What, in your view, is the quality of work from the UNESCO Institute for Statistics?

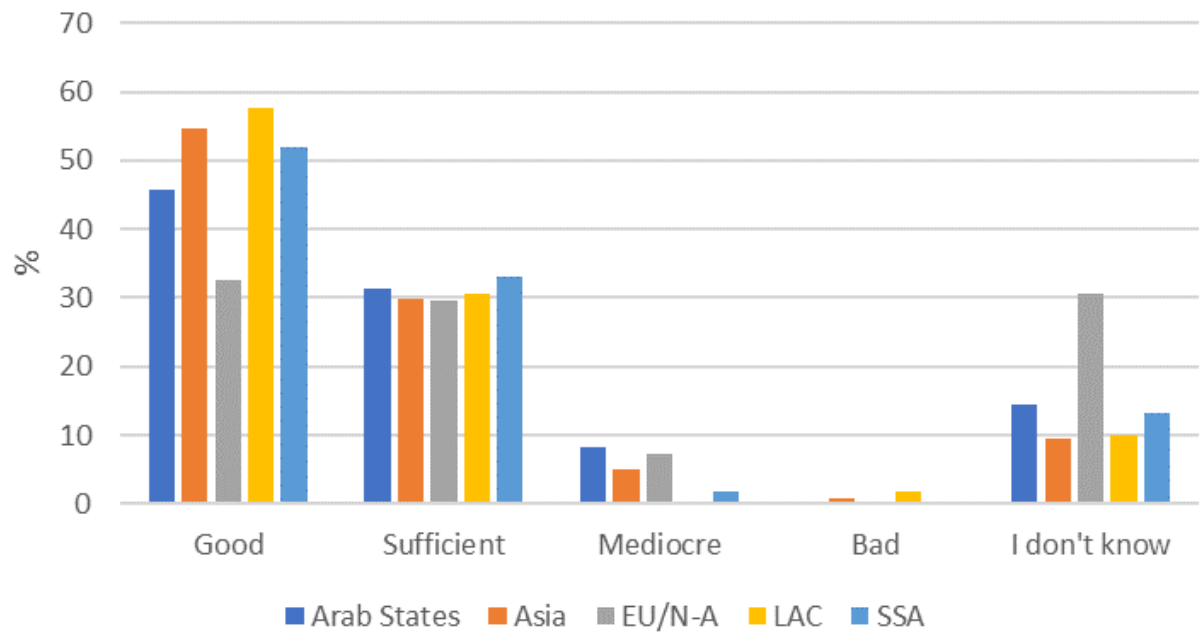
In Standard-setting:



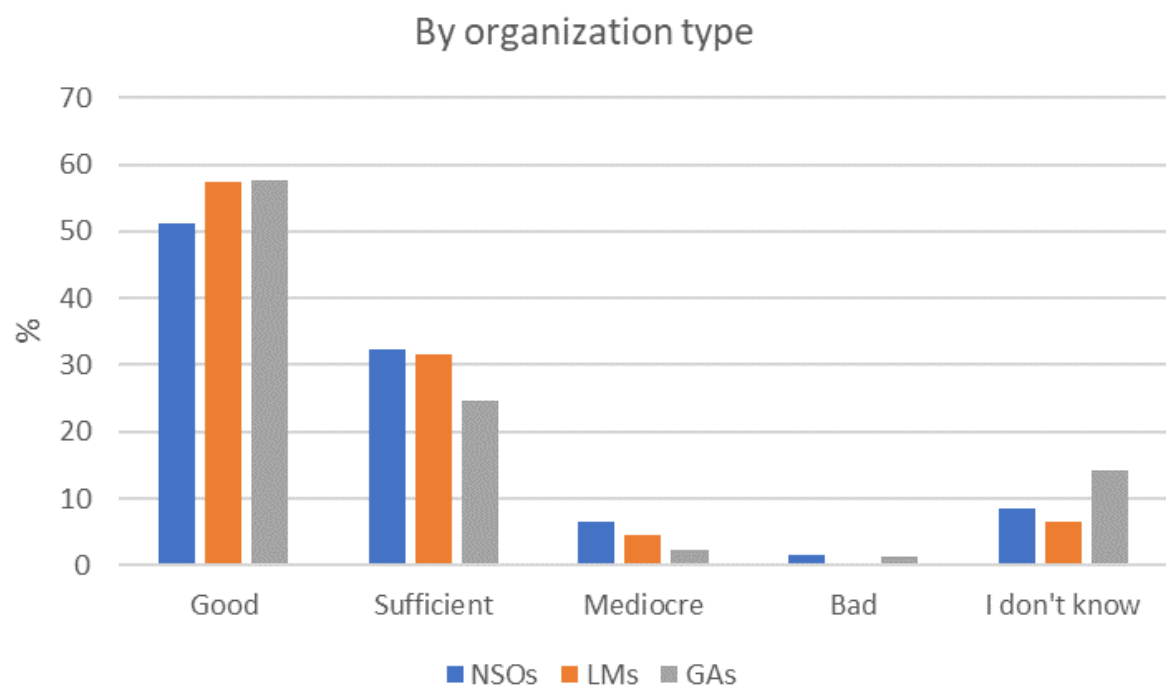
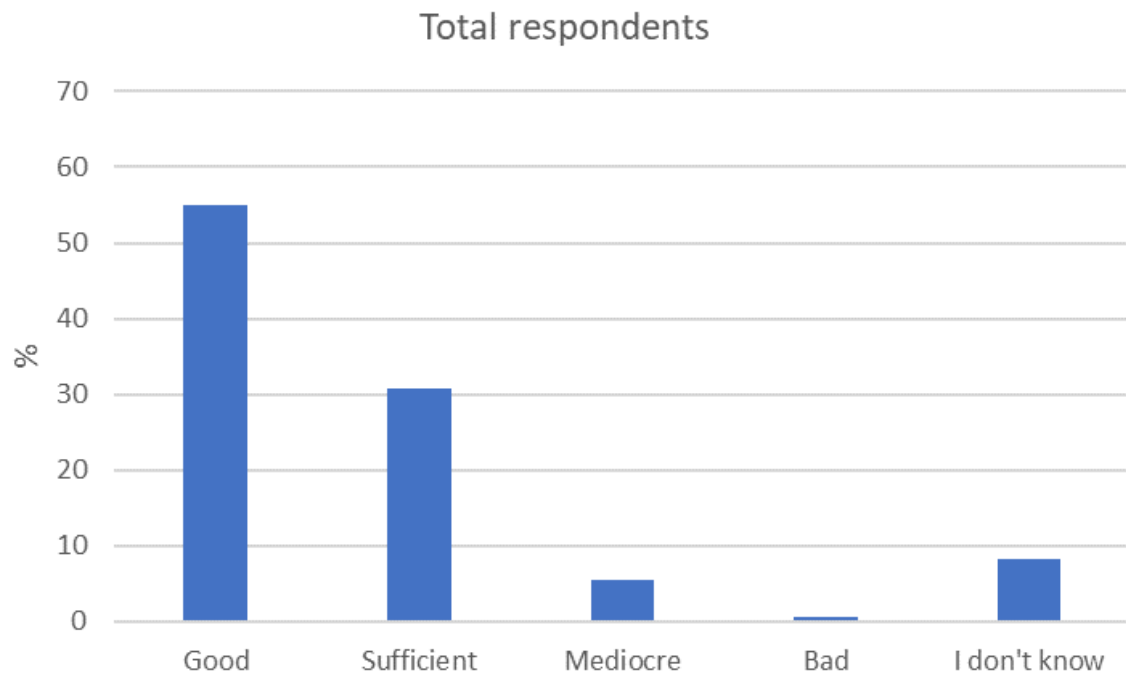
By sector



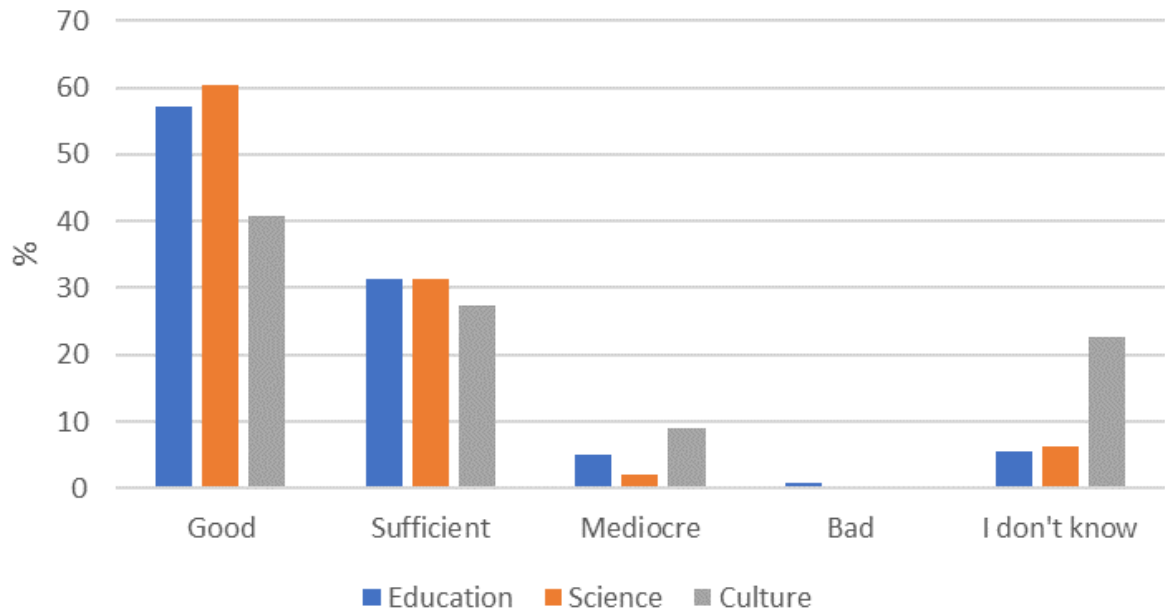
By region



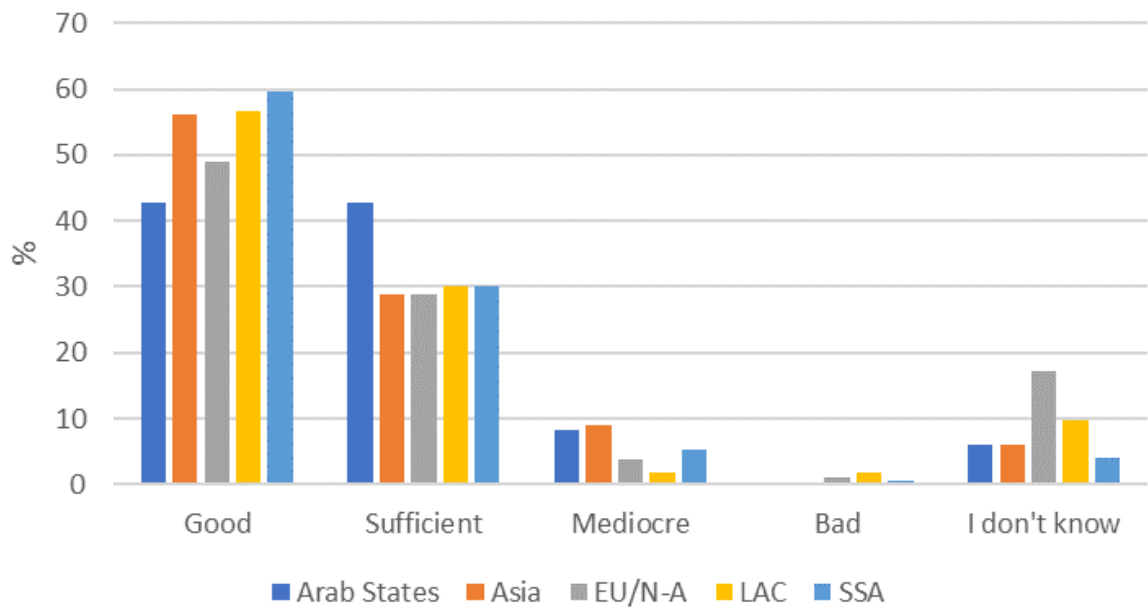
In data production:



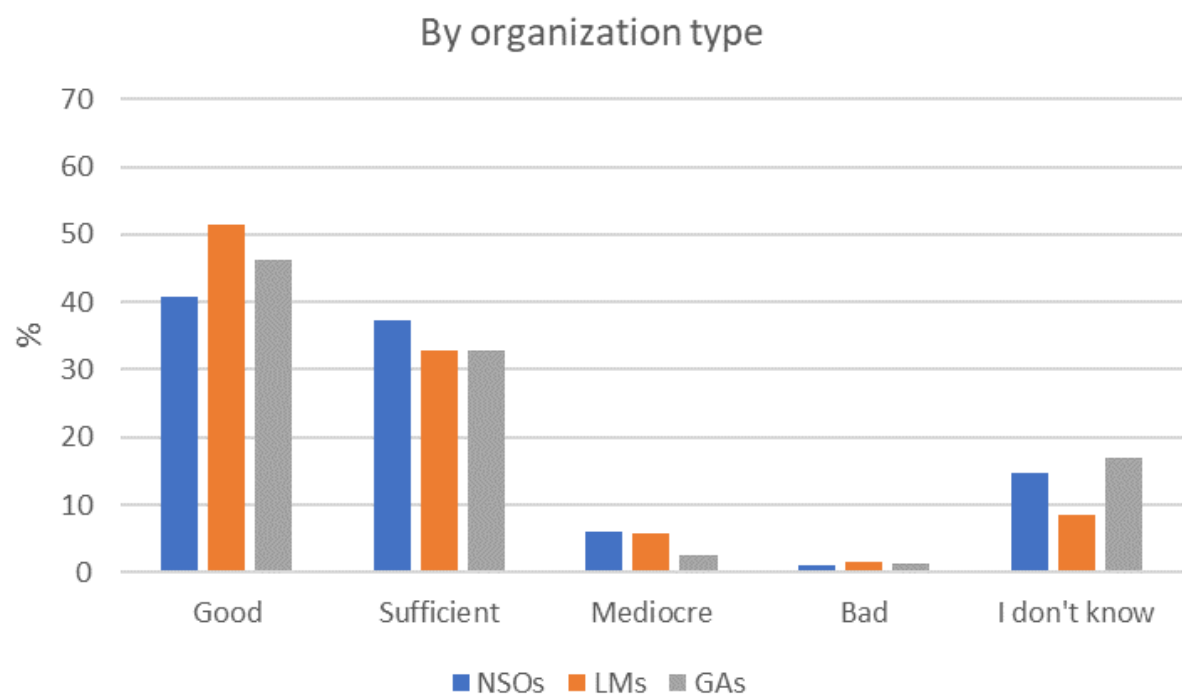
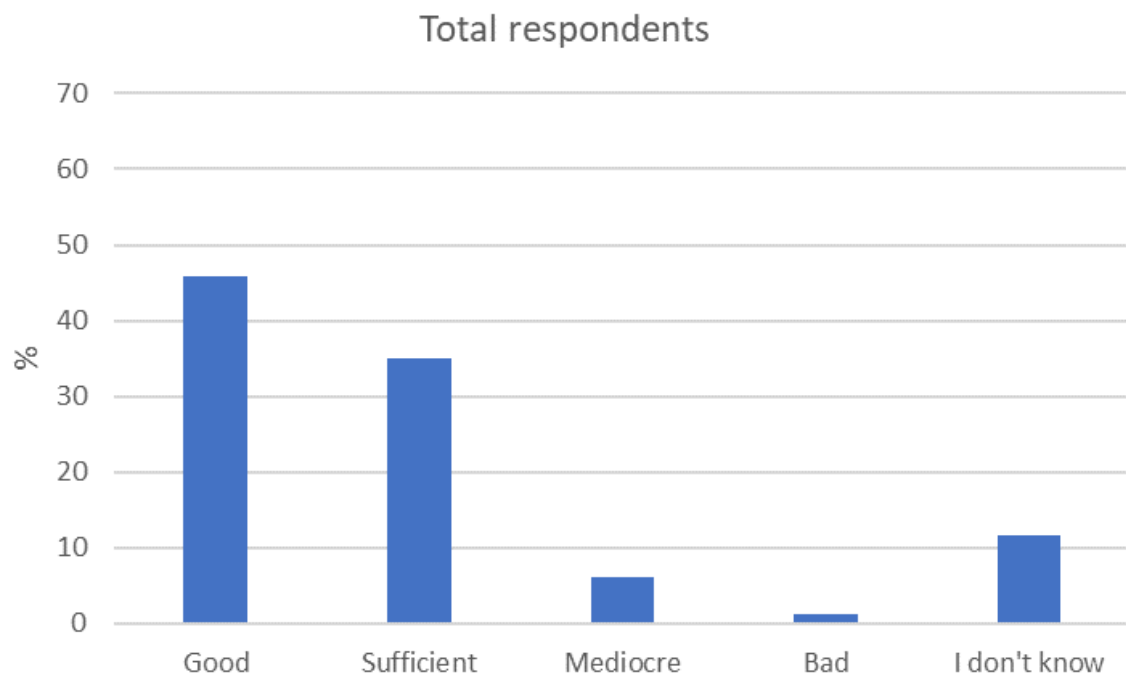
By sector



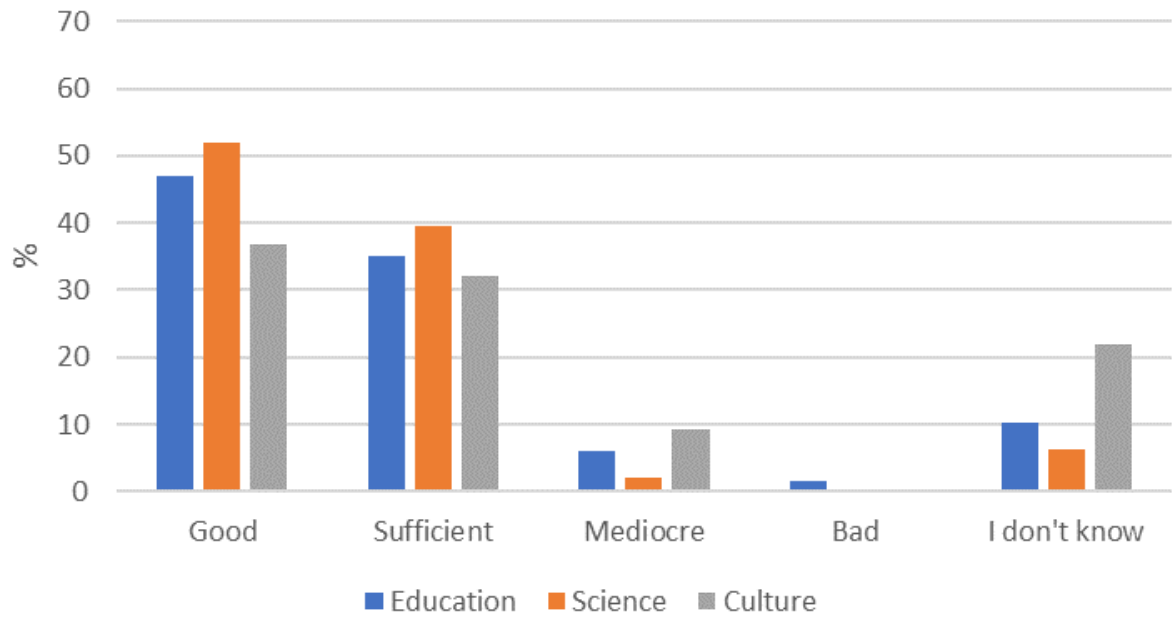
By region



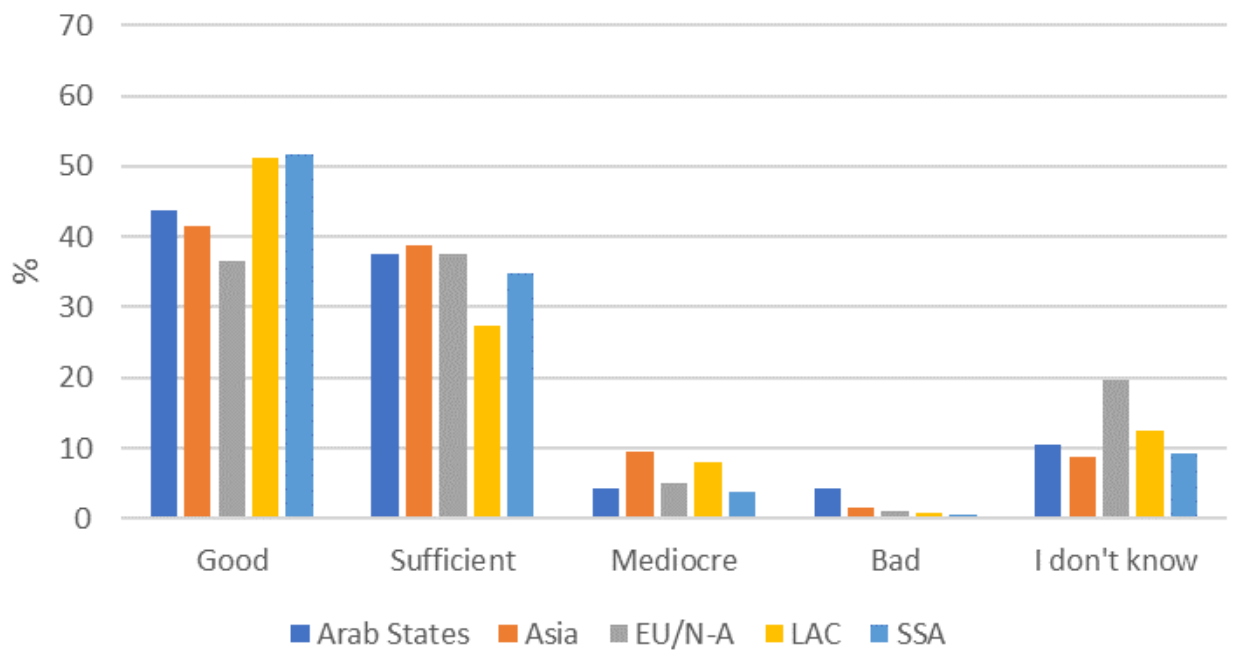
In data analysis:



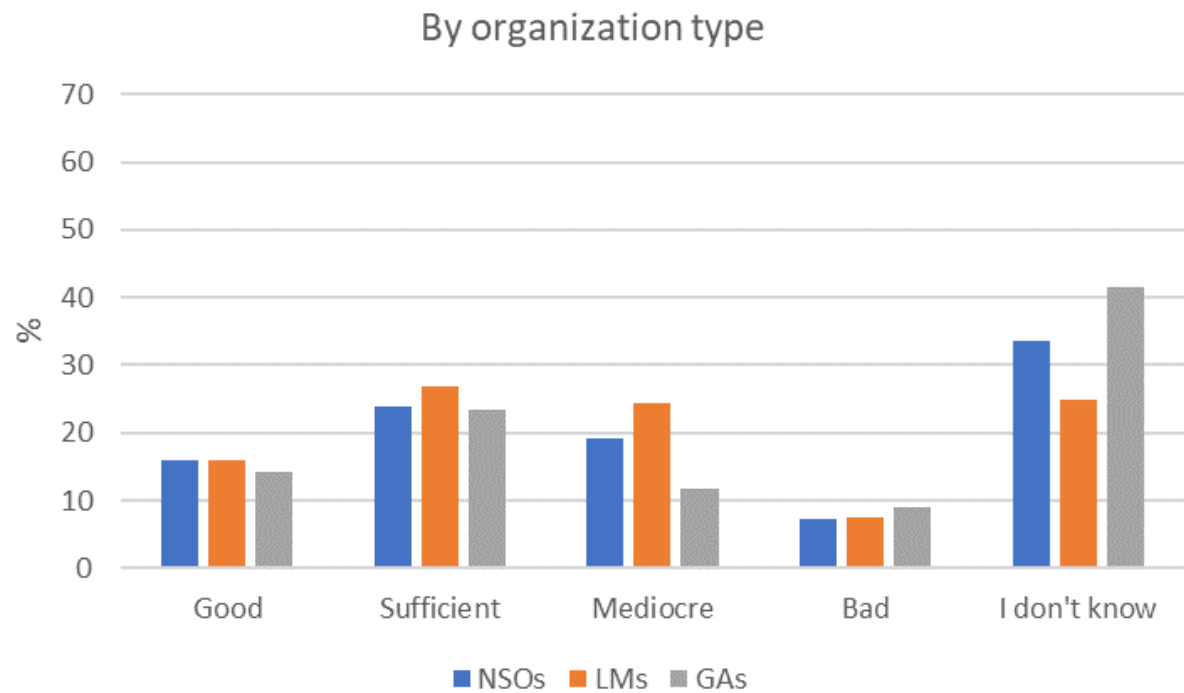
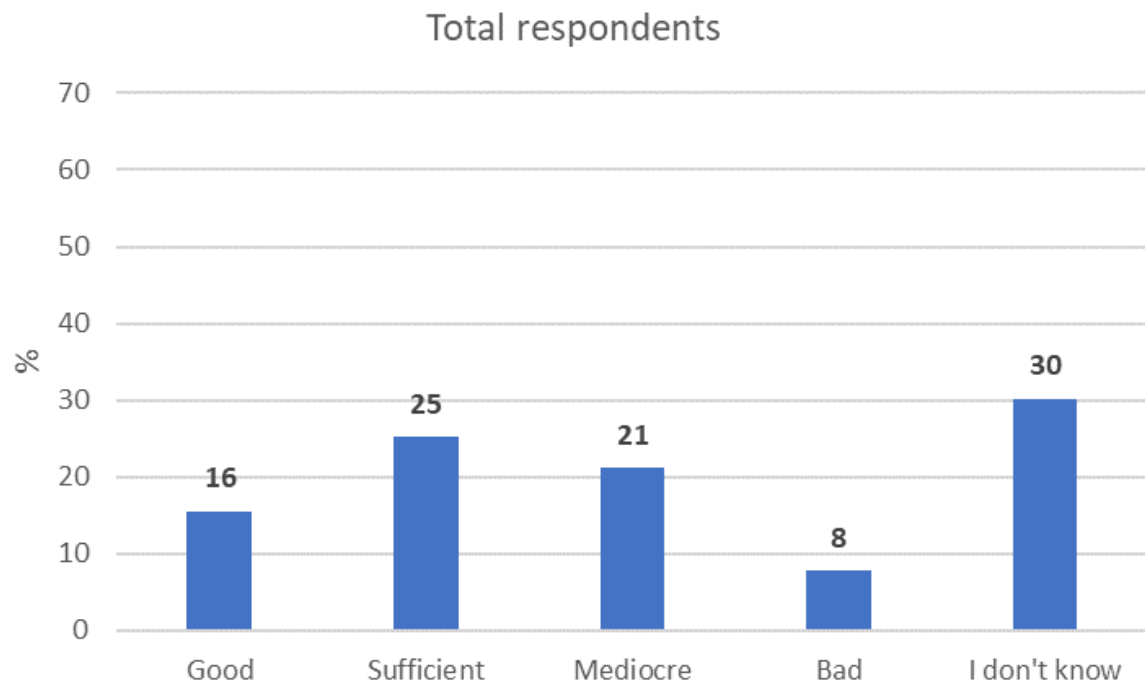
By sector



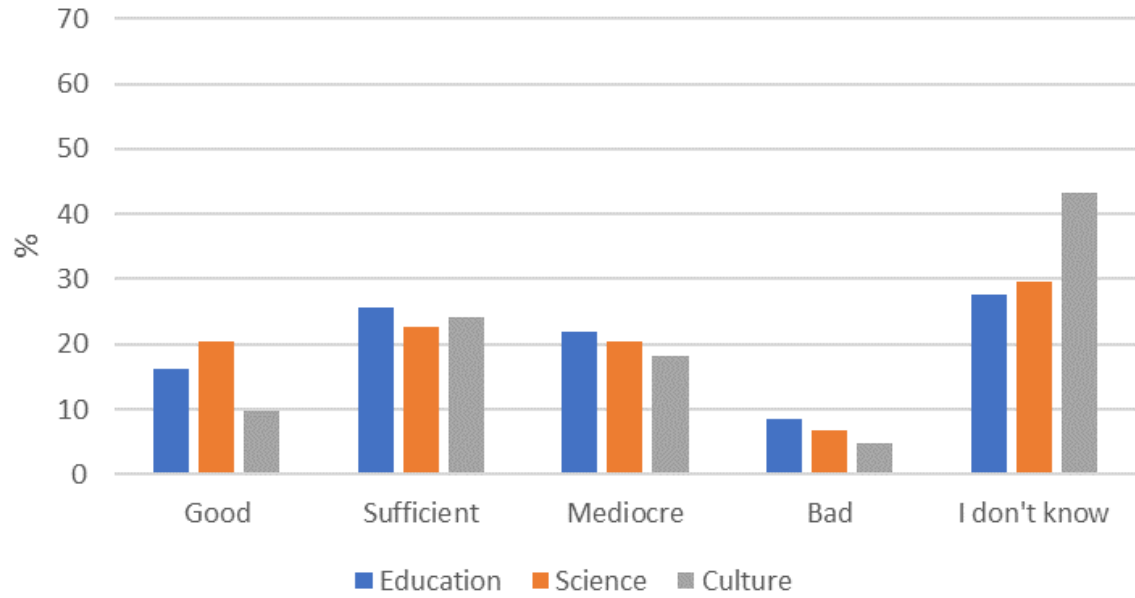
By region



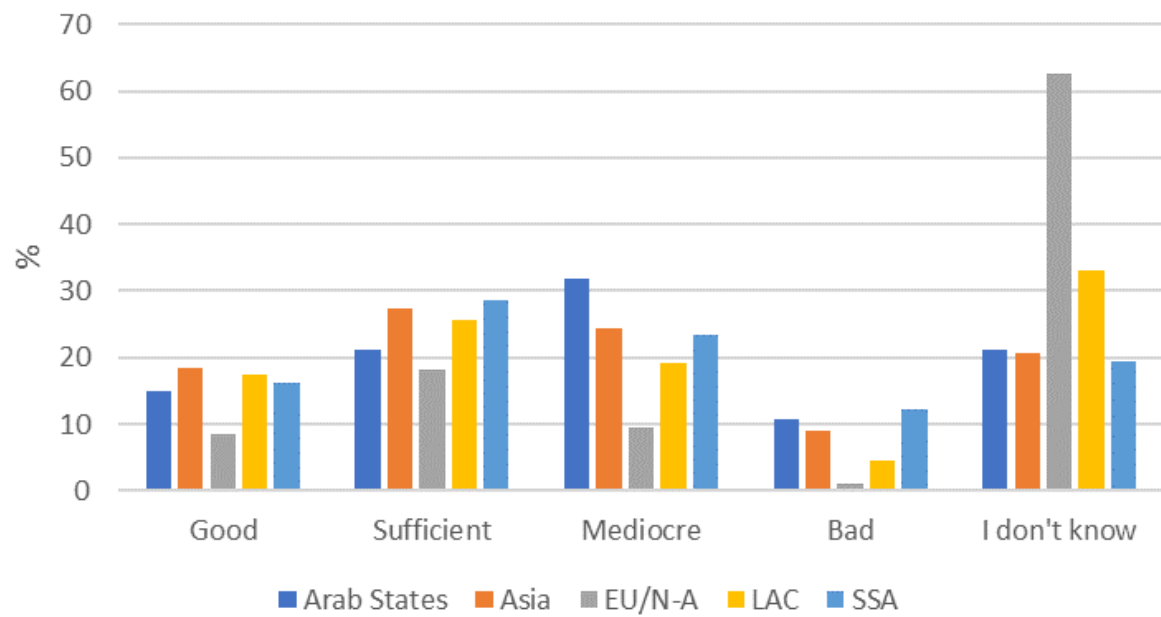
In capacity-building:



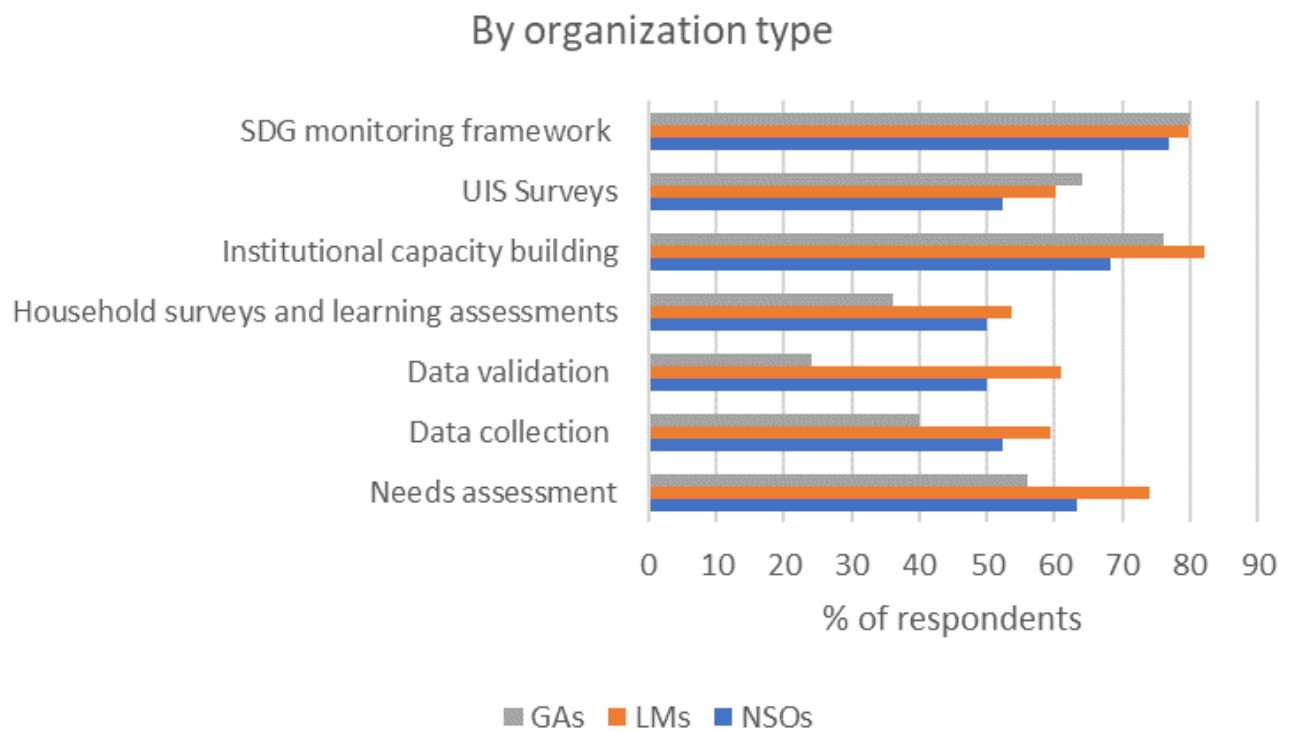
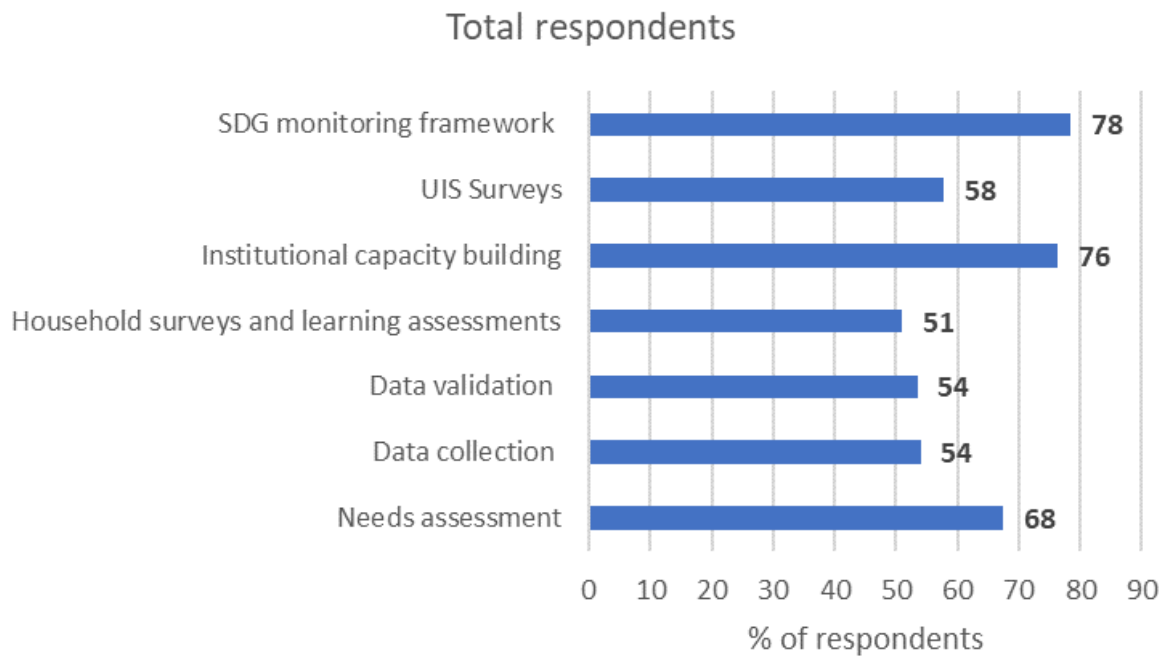
By sector



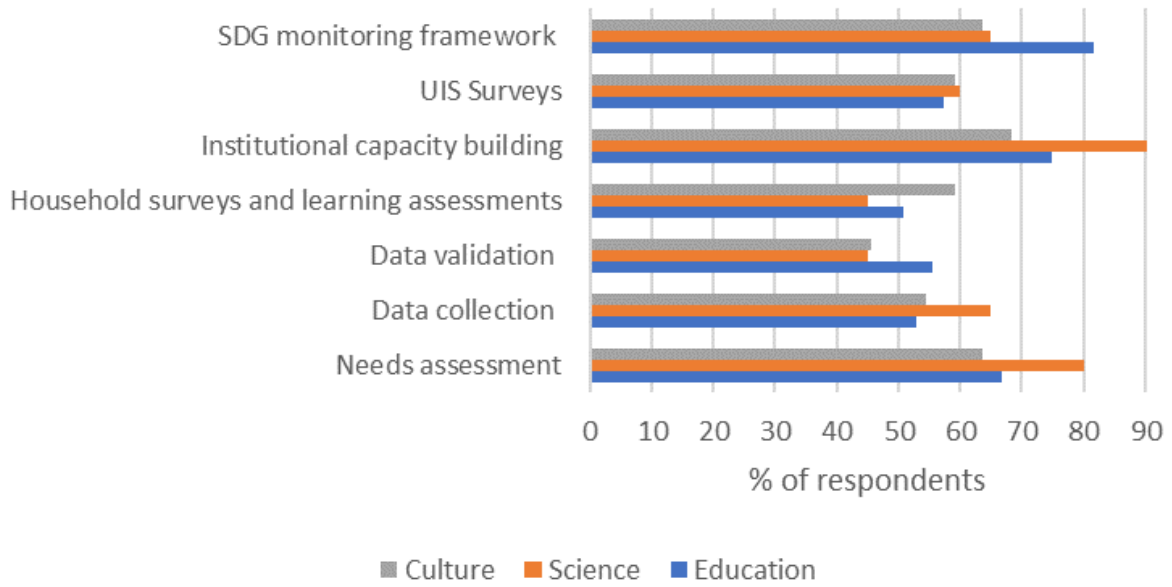
By region



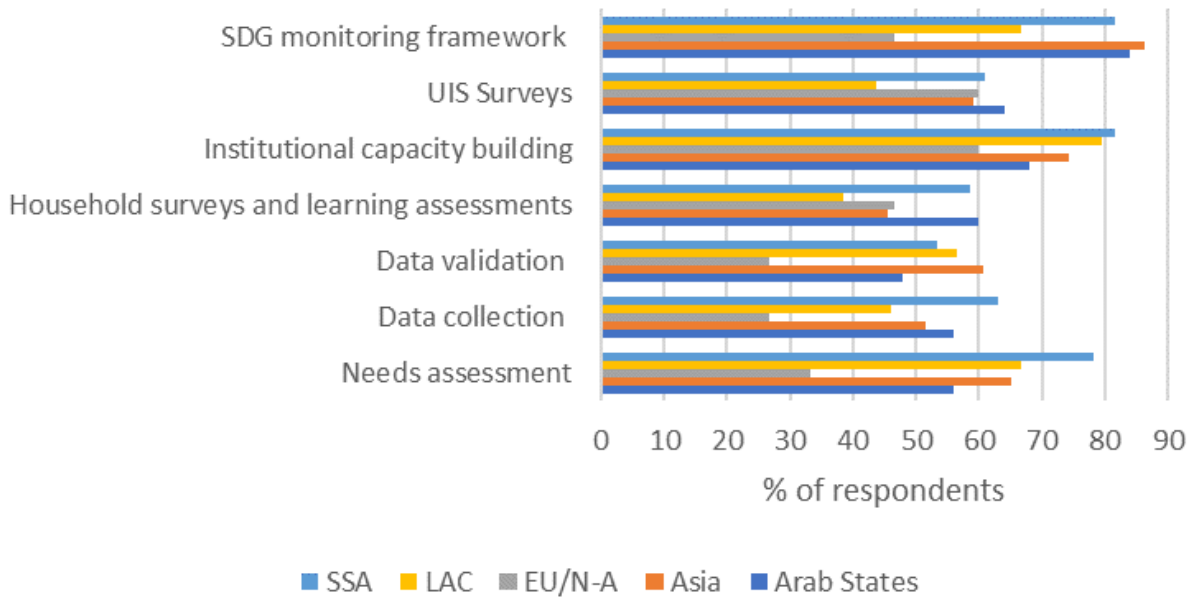
Q4. What should be the scope of capacity building by the UNESCO Institute for Statistics in your country?



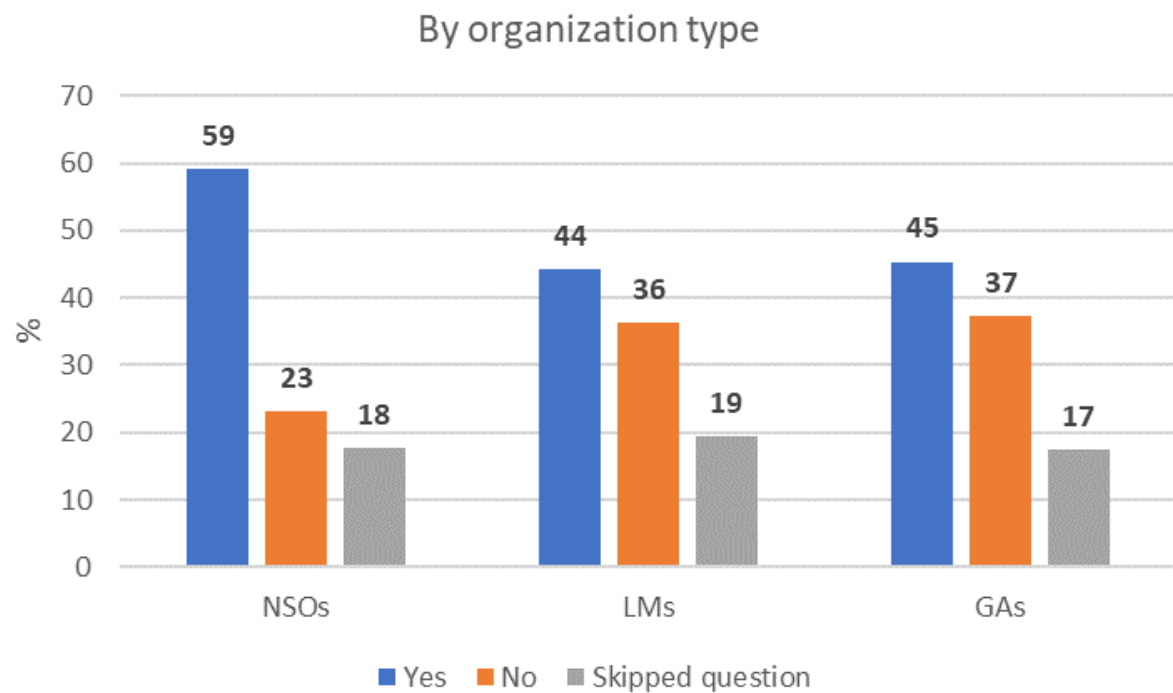
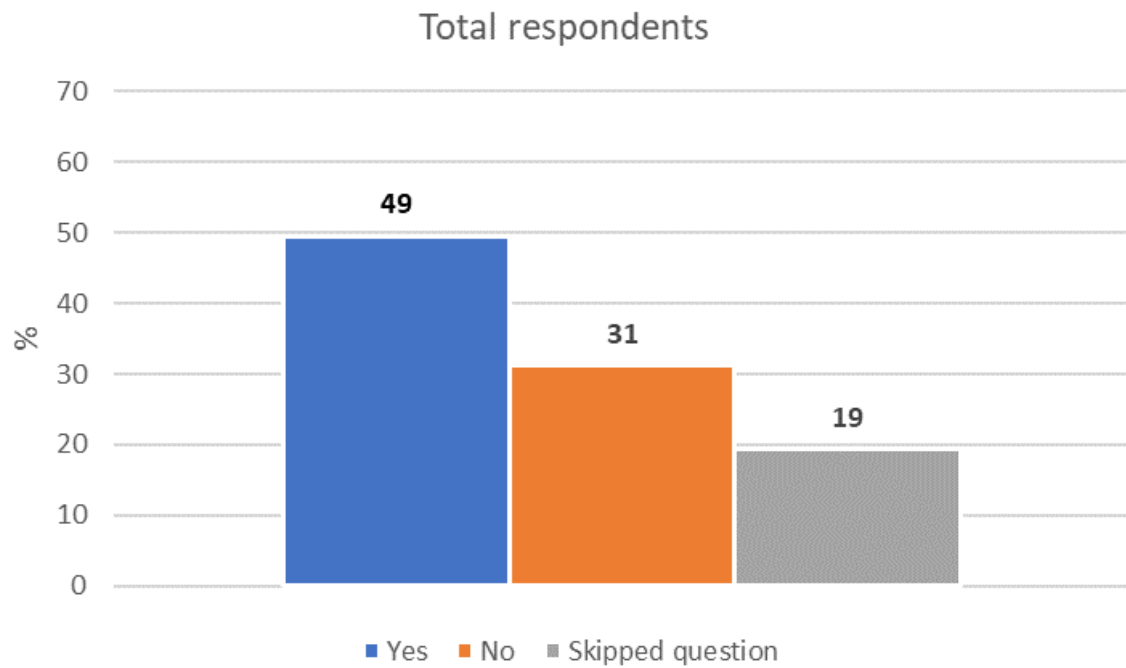
By sector



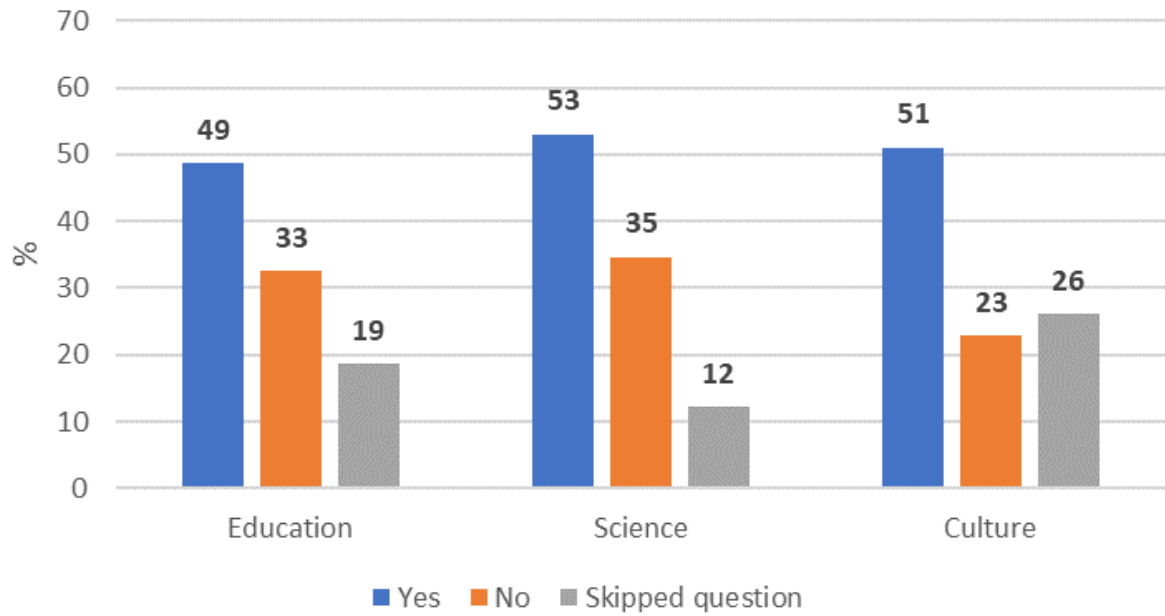
By region



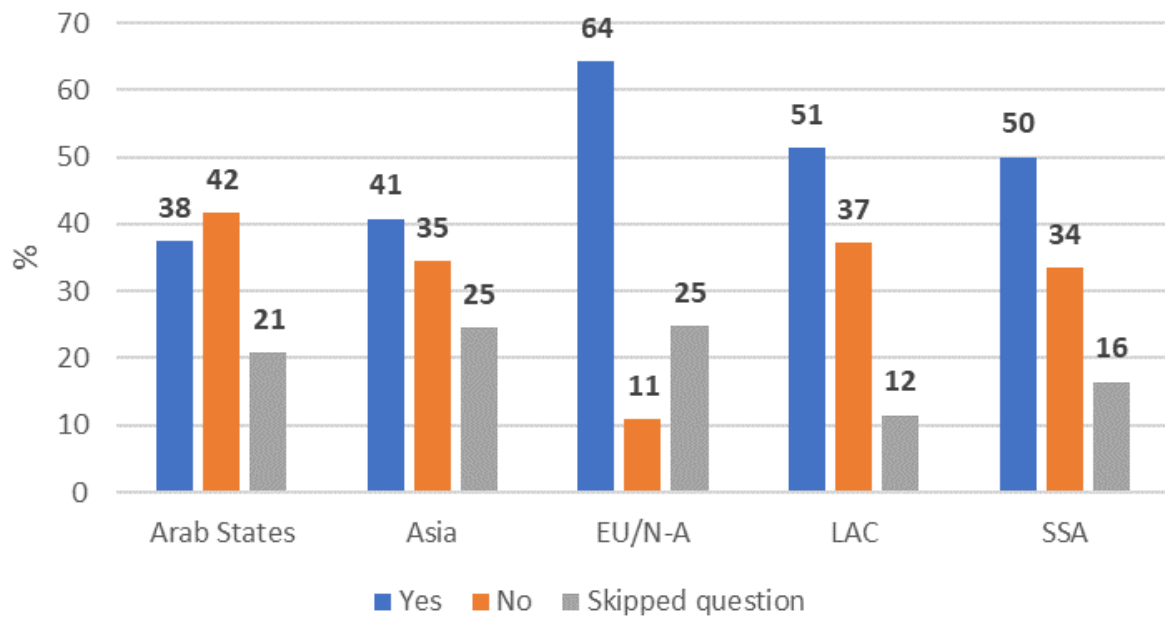
Q5. Does your organization consult other regional or international agencies than the UNESCO Institute for Statistics for standards and methods on data collection in education, science, culture, communication and information?



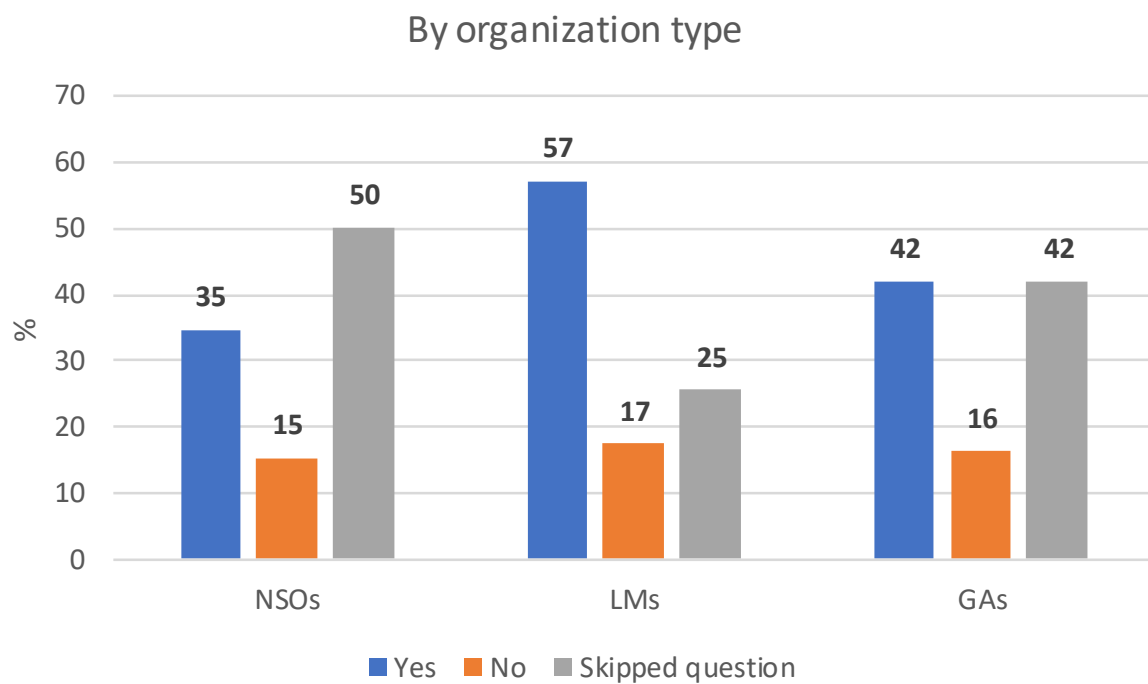
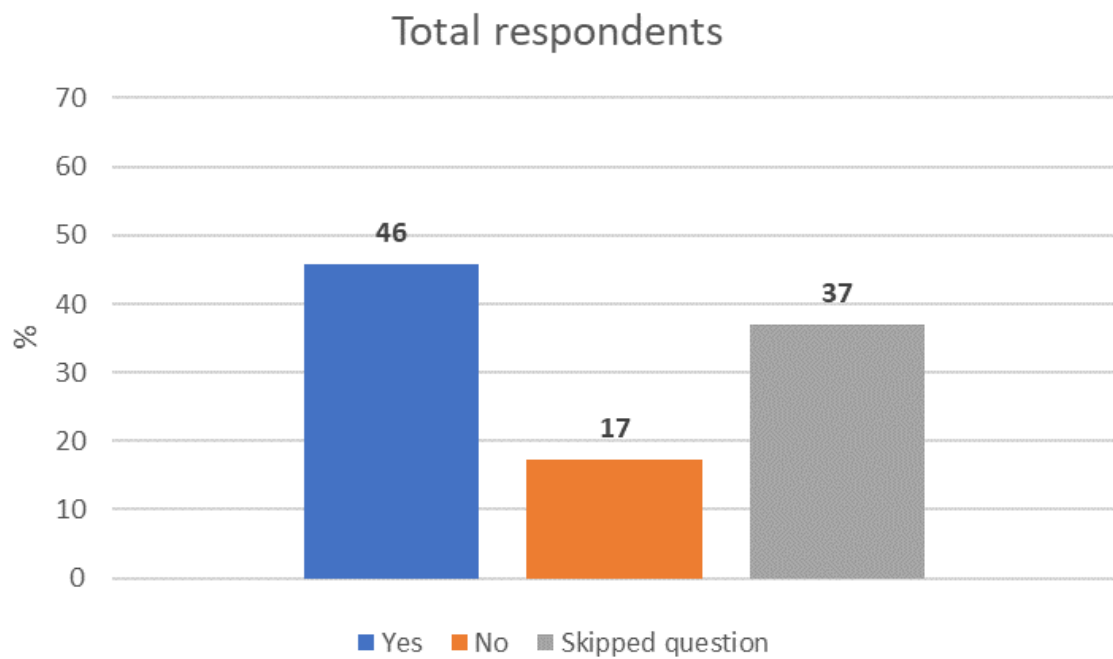
By sector



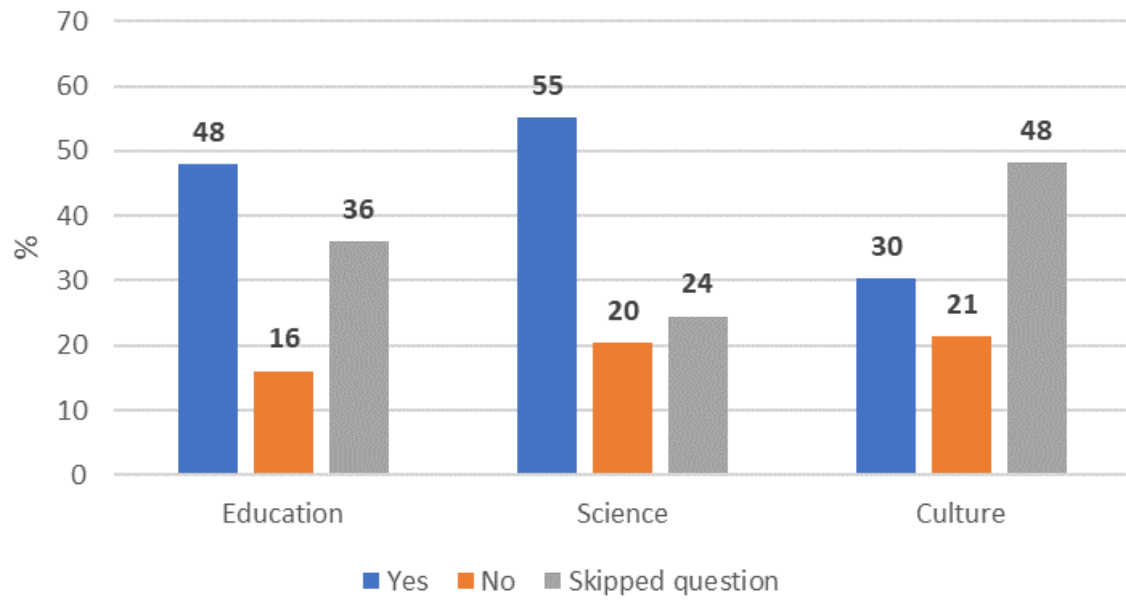
By region



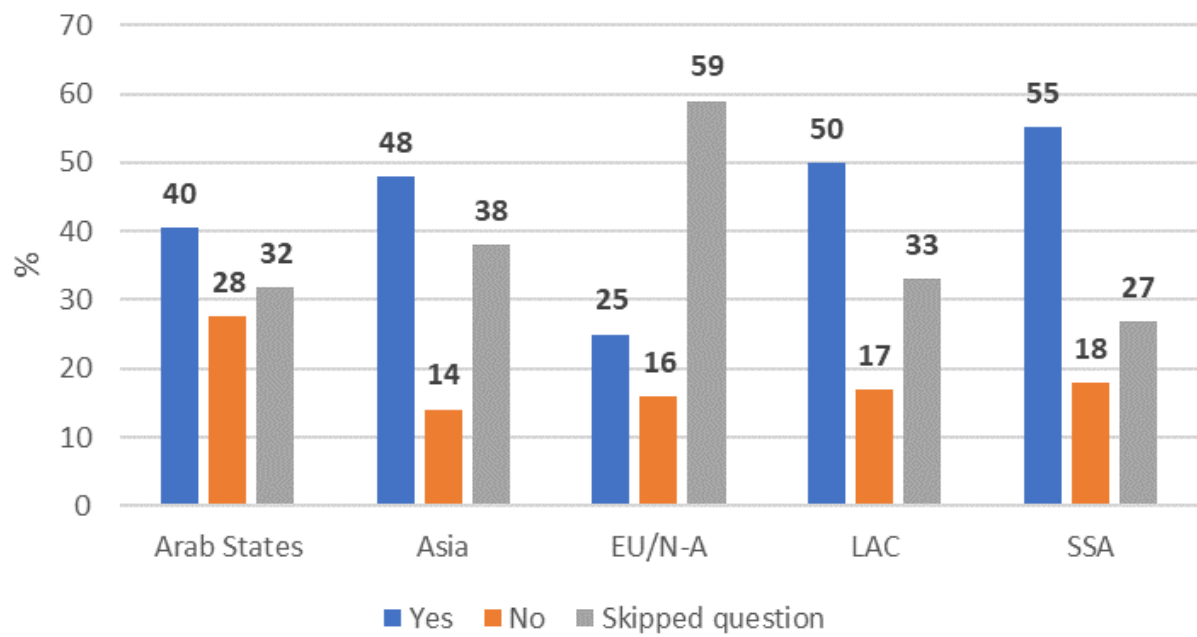
Q6. Is, in your country, data from the UNESCO Institute for Statistics used for national policy-making?



By sector

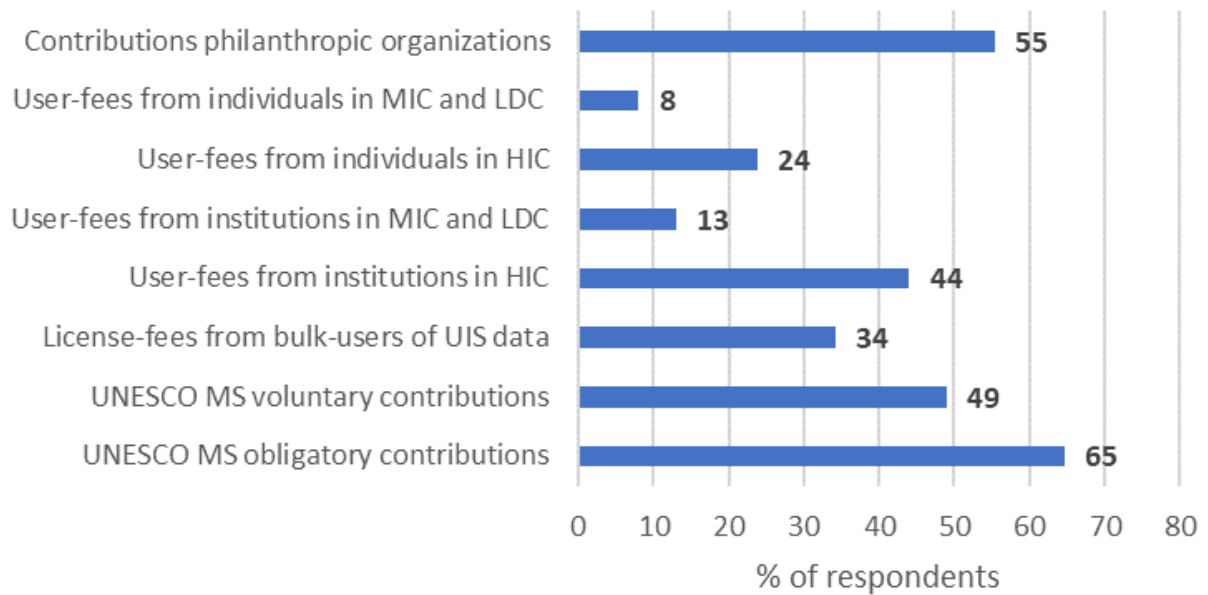


By region

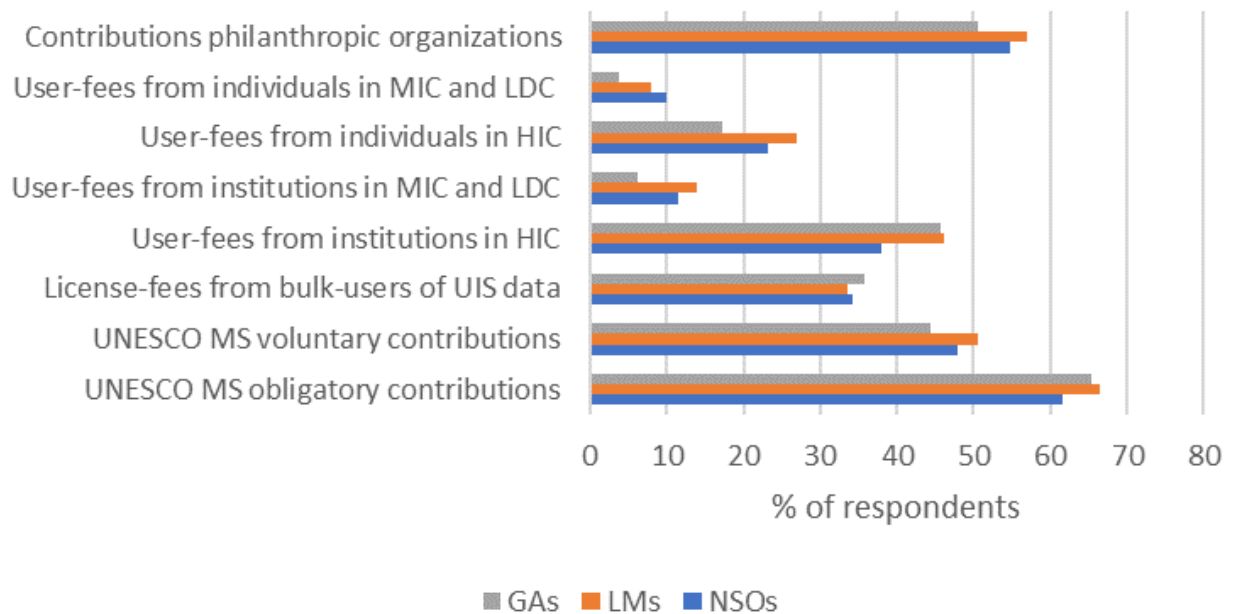


Q7. How, in your view, should the UNESCO Institute for Statistics finance itself? (Multiple answers possible)

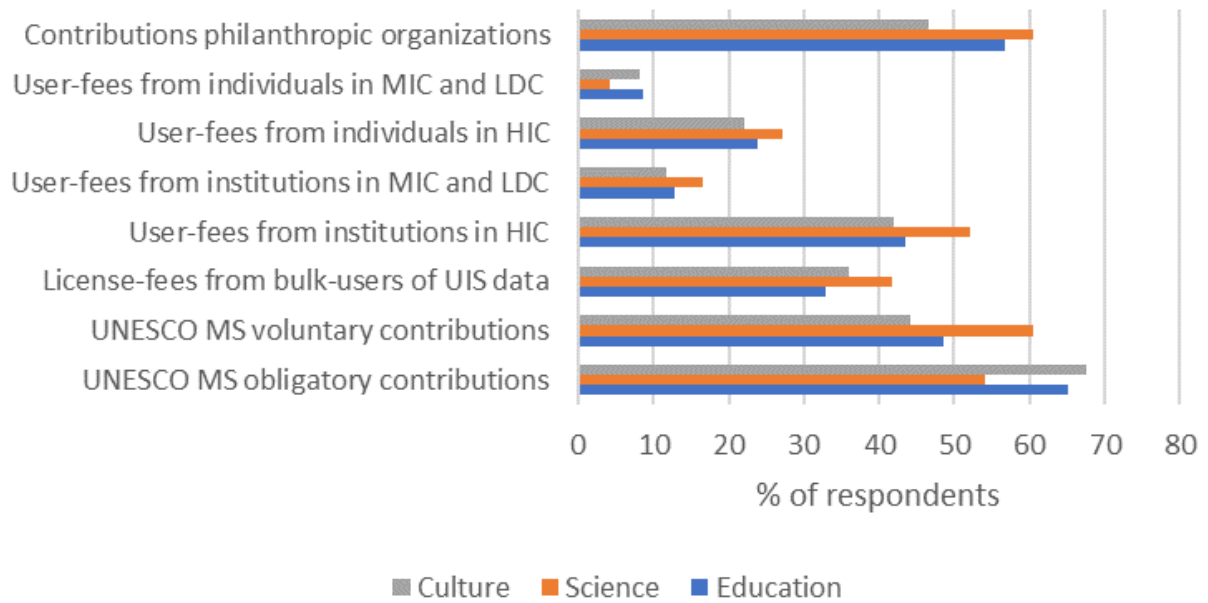
Total respondents



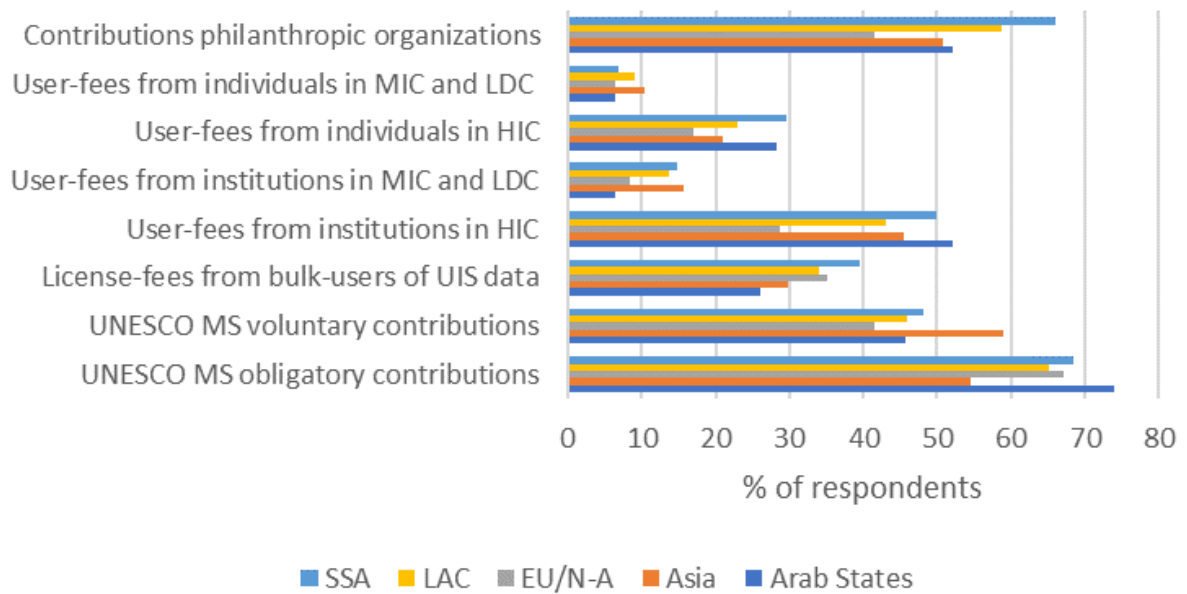
By organization type



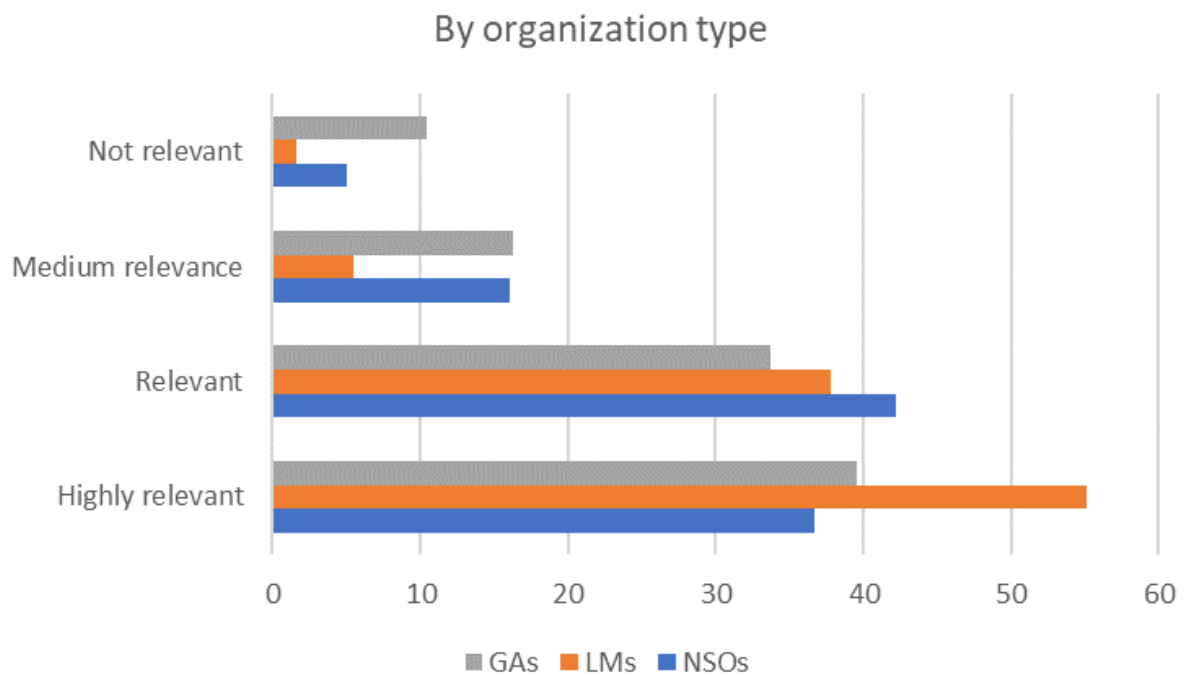
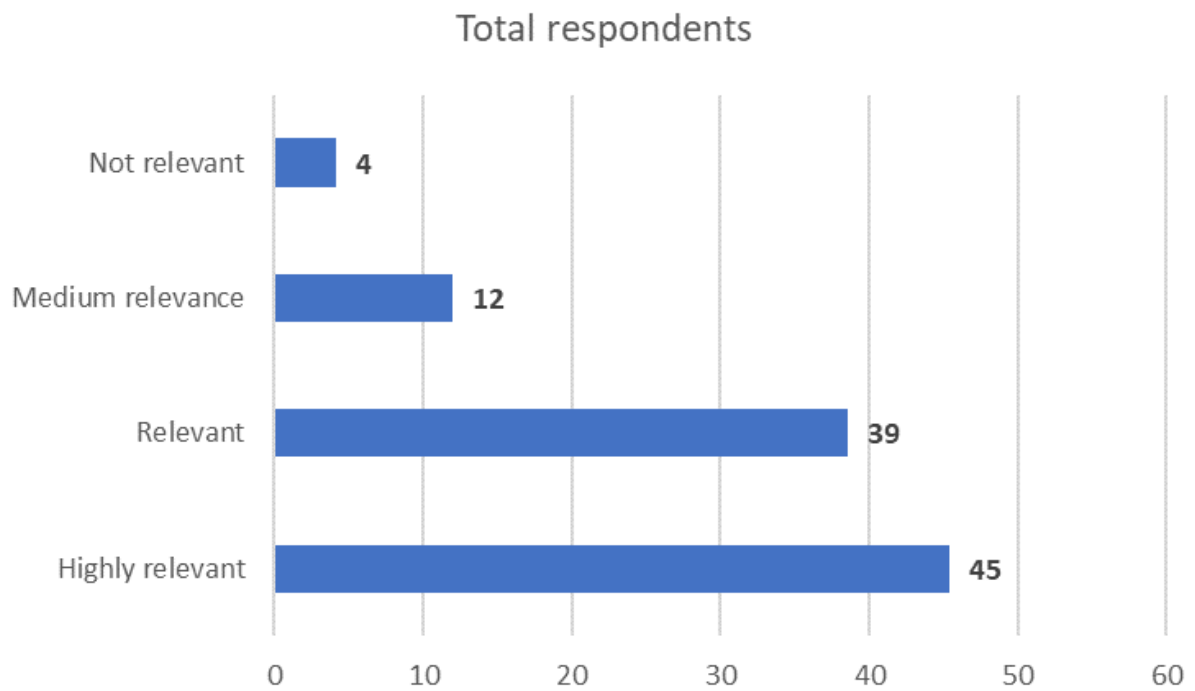
By sector



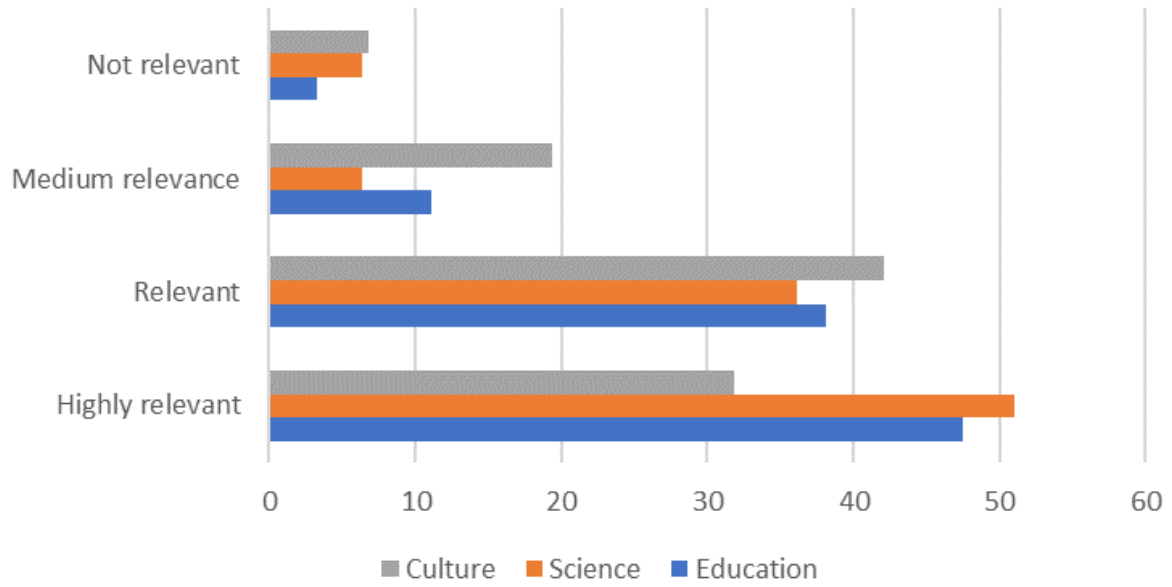
Total respondents



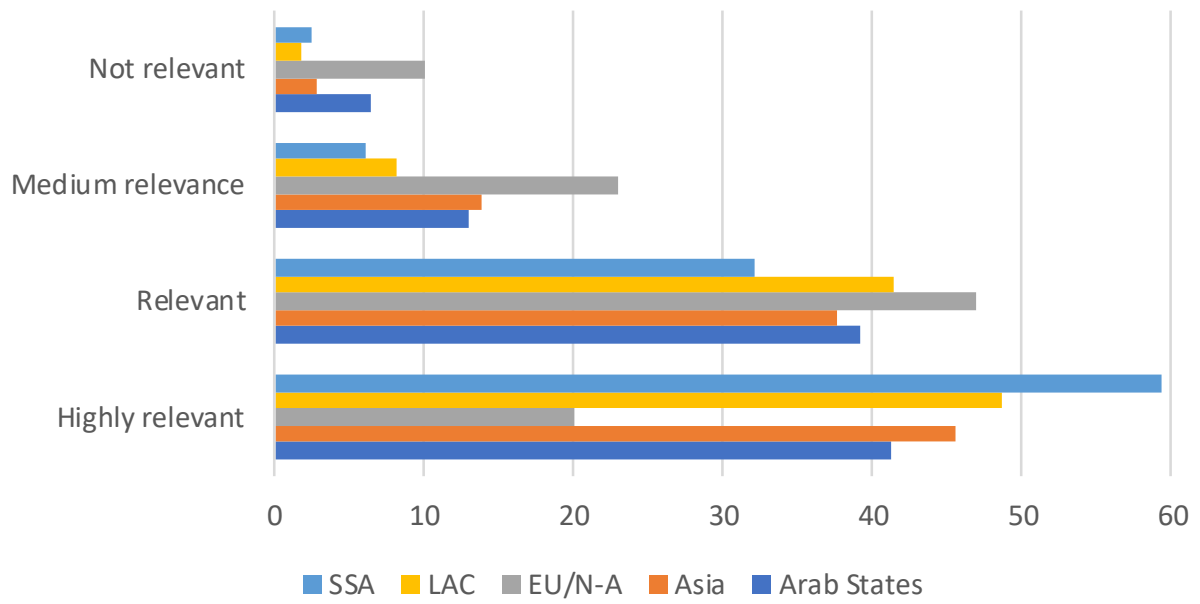
Q8. How relevant in your view is the UNESCO Institute for Statistics for your organization?



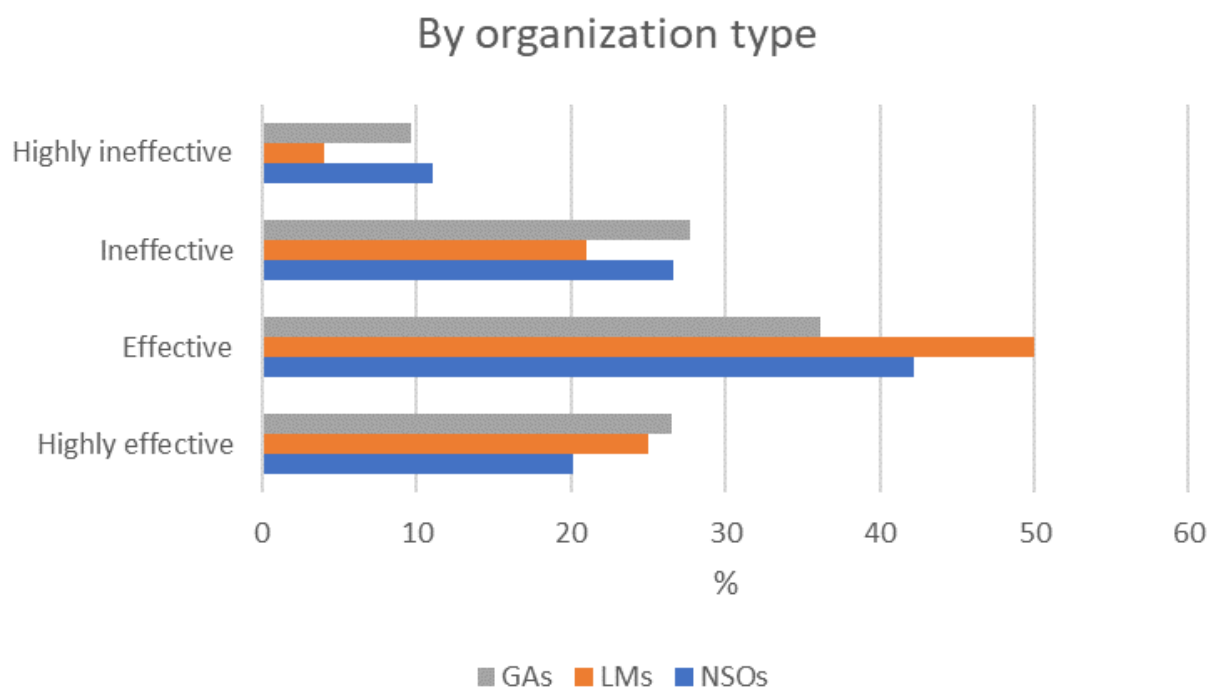
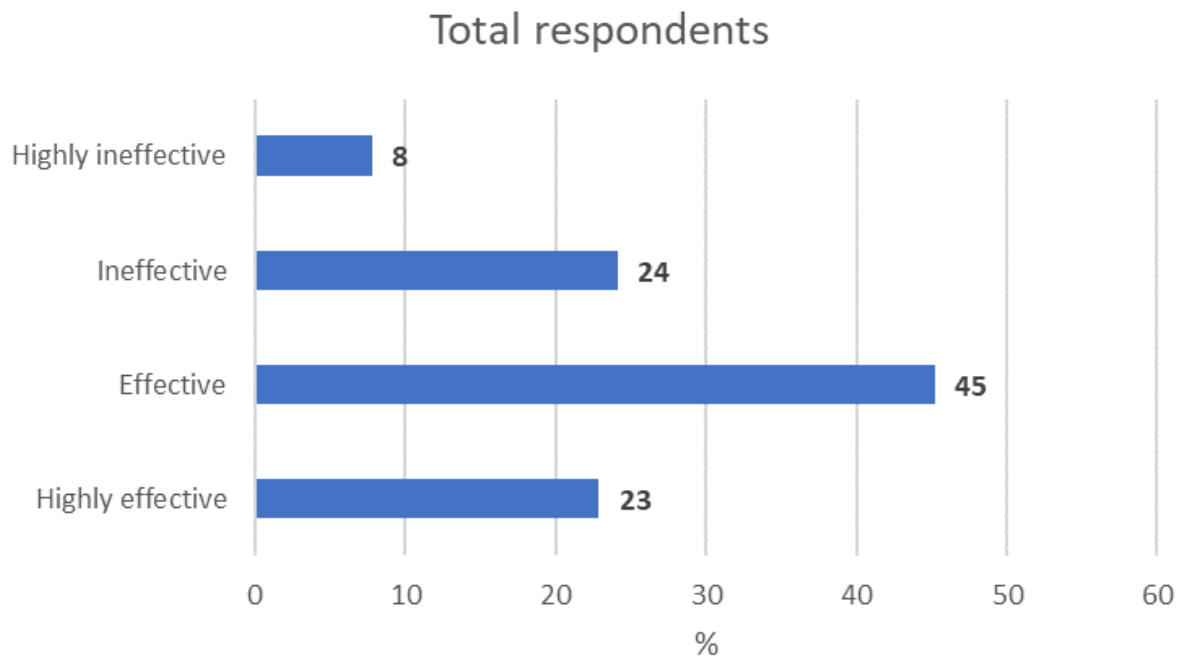
By sector



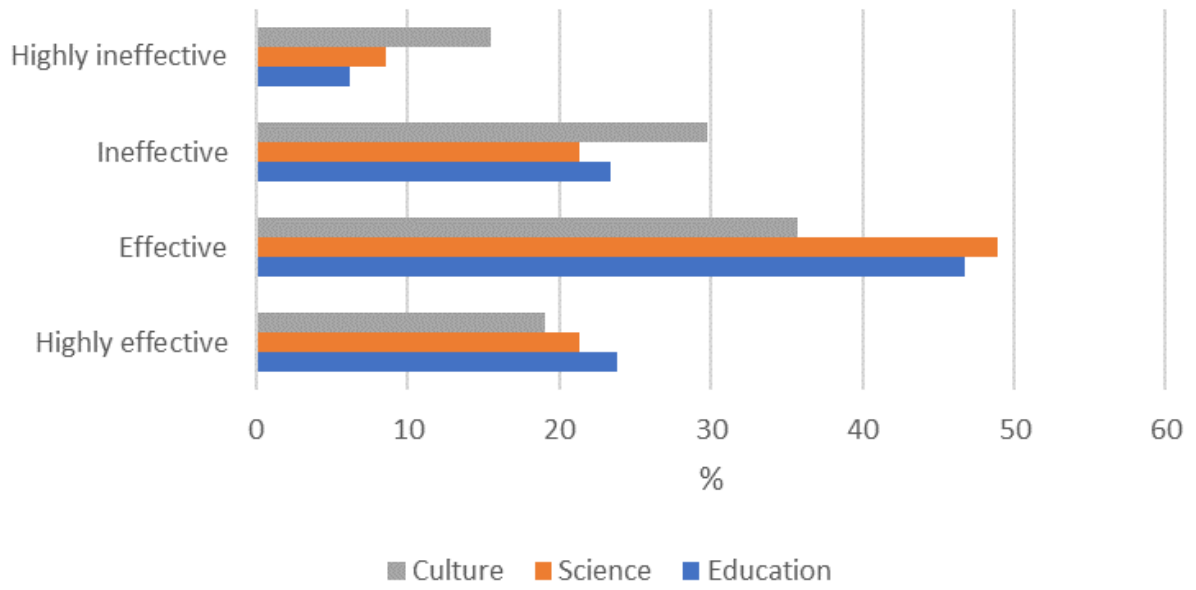
By region



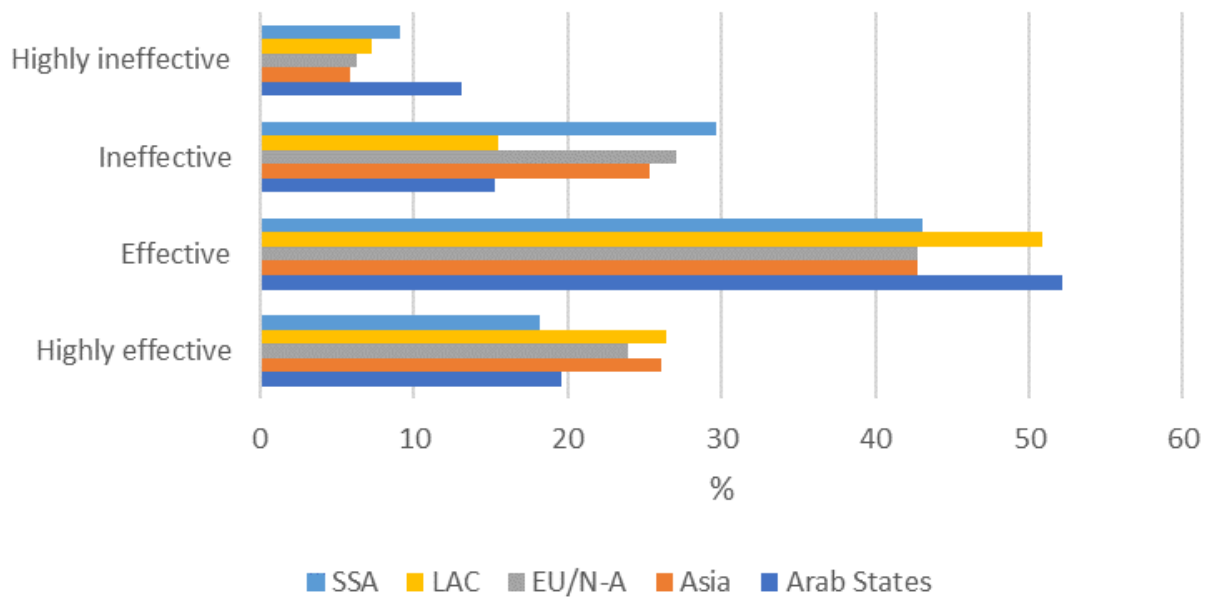
Q9. How effective in your view is the UNESCO Institute for Statistics in working with your organization?



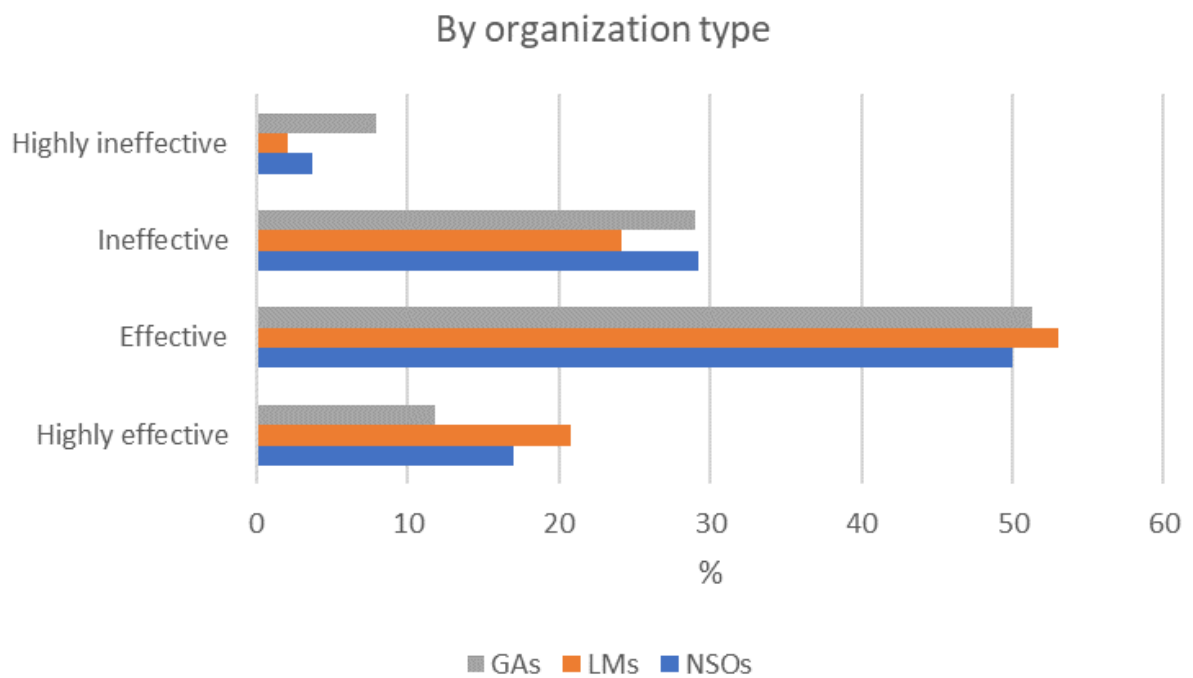
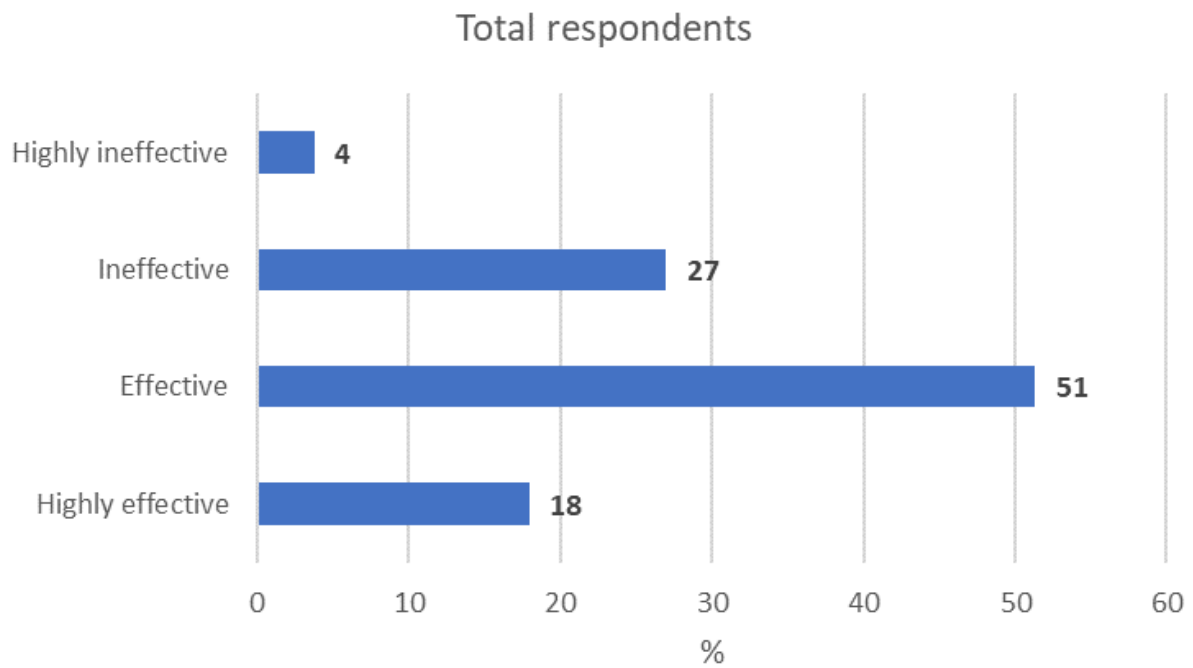
By sector



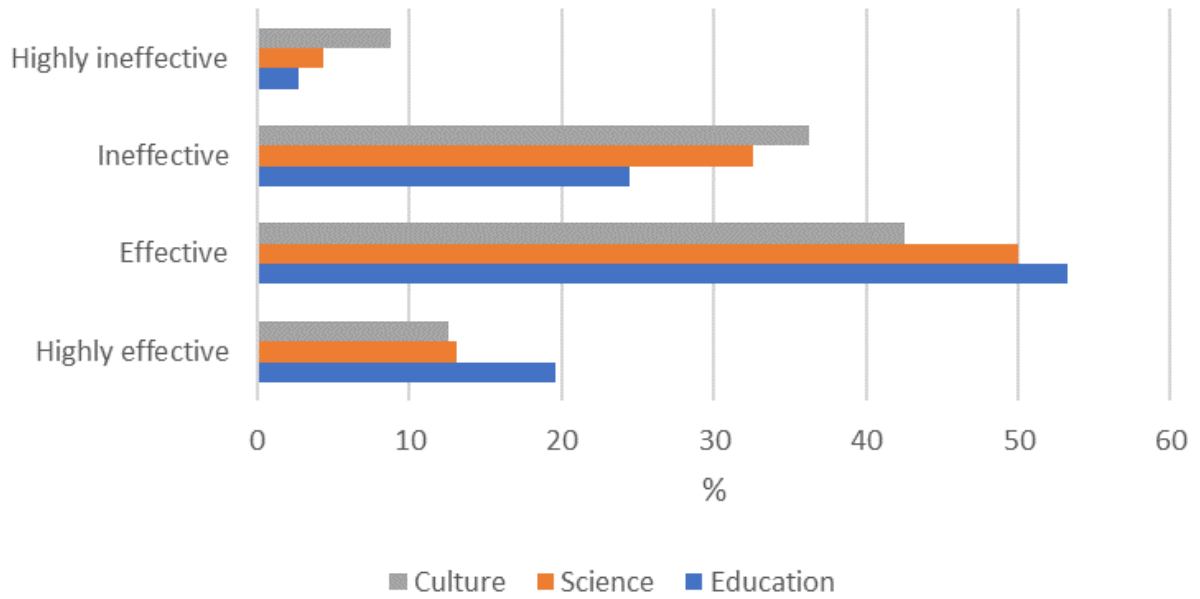
By region



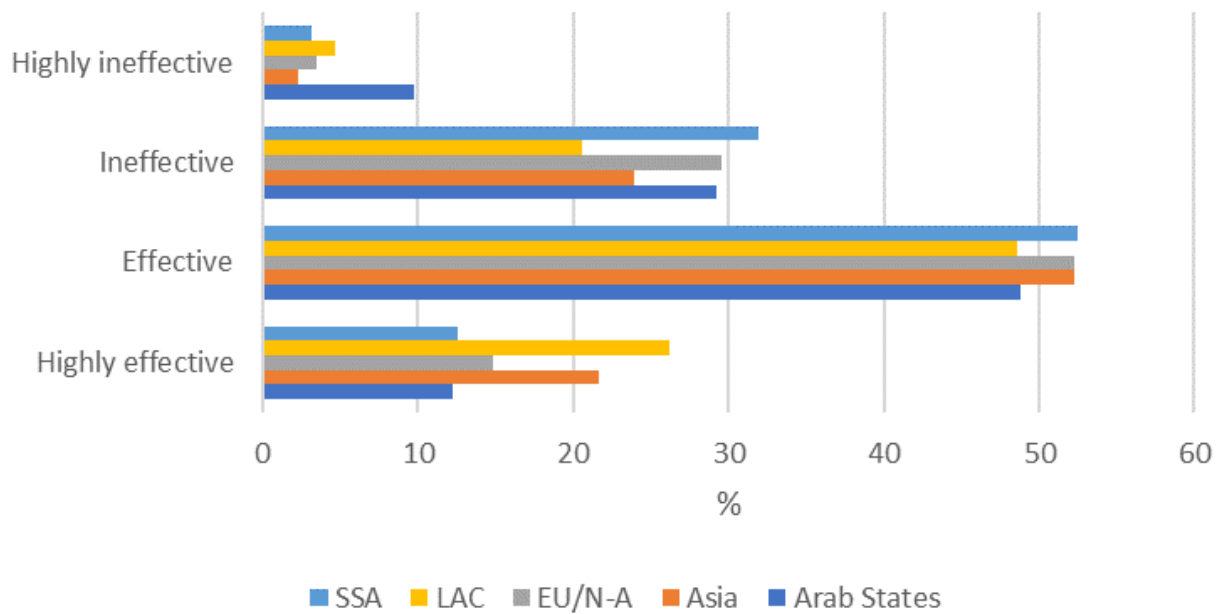
Q10. How well, in your view, does the UNESCO Institute for Statistics cooperate with other regional/international organizations and development agencies in your country?



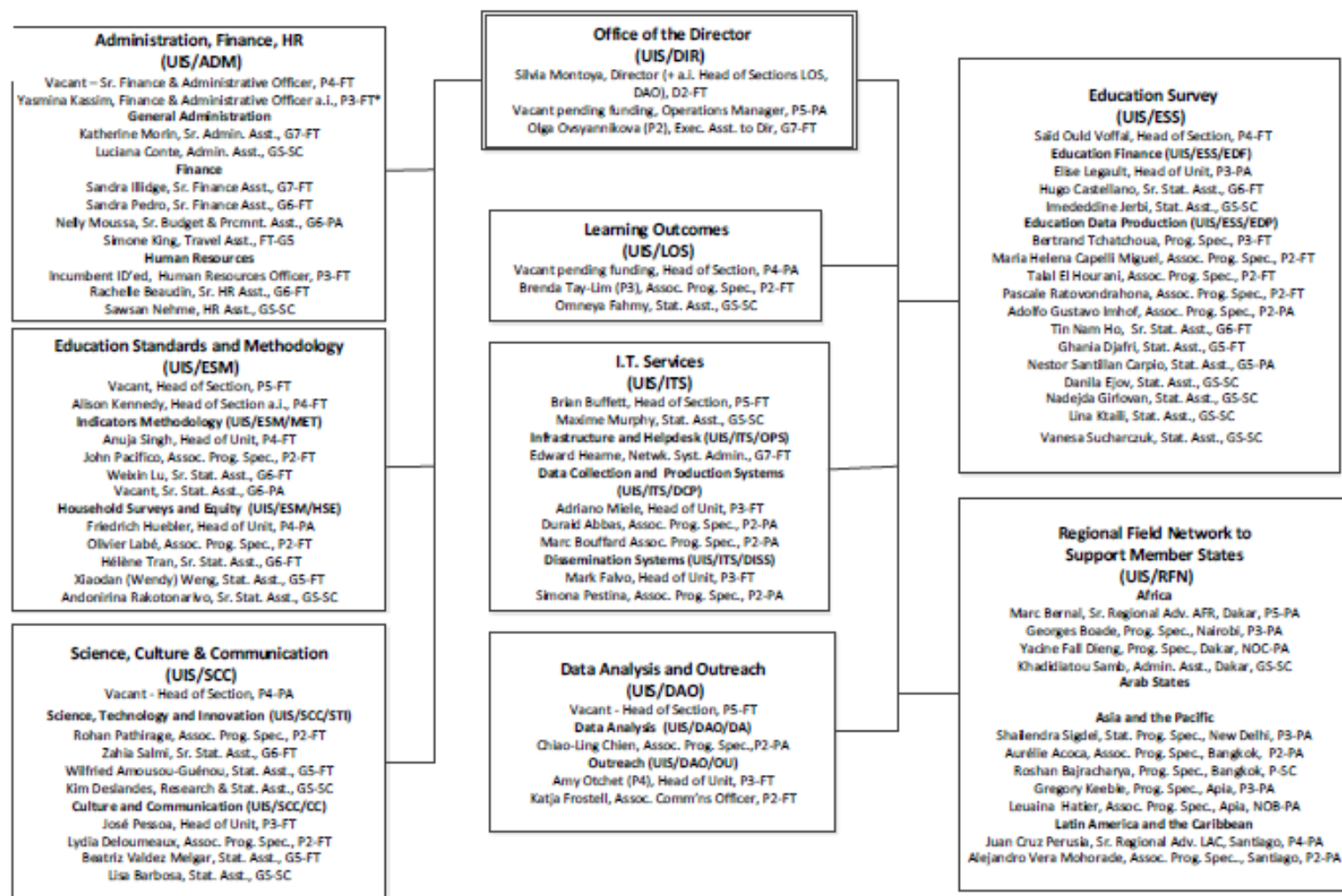
By sector



By region



ANNEX D - UIS Organogram



* on short term assignment from UNESCO Headquarters

2017/11/01

References

- Bridges, William. 1991. *Managing Transitions. Making the most of change*. 3rd edition. Philadelphia: De Capo Press.
- Engelsman, Geert, and Michel Leushuis. 2015. *Review of Success Stories in Urban Water Utility Reform*. Evaluation Report, Bern: SECO.
- GEMR. 2018. *Fullfilling our collective responsibility: financing global public goods in education*. Policy paper, Paris: UNESCO.
- IAEG-SDG. 2017. *Report of the Inter-Agency and Expert Group on Sustainable Development Goal indicators*. Statistical Commission. Forty-eighth session, New York: United Nations.
- IAEG-SDG. 2018. *Tier Classification for Global SDG Indicators (Version 11 May 2018)*. New-York: United Nations.
- IOS. 2018. *Initial Risk Assessment. Audit of UNESCO Institute for Statistics*. Internal Document, Paris: UNESCO.
- IOS. 2017. *Risk Assessment of the UIS*. Internal memo, Paris: UNESCO.
- OECD. 2017. *Indicator Framework for the Education Sustainable Development Goals (SDGs): collaboration between UNESCO, The UNESCO Institute for Statistics and the OECD*. Paris: OECD, UIS and UNESCO.
- . n.d. *OECD DAC Network on Development Evaluation. Evaluating Development Co-operation. Summary of Key Norms and Standards*. 2nd edition. Paris: OECD.
- Stiglitz, Joseph E. 2000. *Economics of the Public Sector*. 3rd edition. New York: W.W. Norton & Company.
- UIS. 2018a. *Revised Appropriation Resolution. Policy and Planning Committee. Twentieth Session. 2 May 2018*. Montreal: UIS.
- UIS. 2016. *Strategic Review of UIS - Setting the Stage*. Montreal: UNESCO Institute for Statistics.
- UIS. 2018. *The Investment Case for Monitoring the Education Sustainable Development Goal. Global Partnership for Education Financing Conference Partnership day*. Joint Brochure by UIS, GEMR and OECD, Paris: OECD.
- UIS. 2018b. *The Investment Case for SDG 4 Data*. Concept Note, Montreal: UNESCO Institute for Statistics.
- UIS. 2018c. *Towards an Innovative Demand-driven Global Strategy for Education Data*. Concept note, Montreal: UIS.
- UIS. 2018d. *UIS as a trusted partner*. Memo. UIS-18/DIR/HQ/004, Montreal: UIS.
- UIS. 2018e. *UIS PPC XXI Meeting. 16 July 2018. PowerPoint Presentation on the Budgetary Situation Year-End 2018*. Montreal: UNESCO Institute for Statistics.
- UIS. 2018f. *UIS Proposal for a UNESCO Statistical Coordination Committee. UIS/PPC/XXI/6. June 2018*. Montreal: UNESCO Institute for Statistics.
- UIS. 2000. *UNESCO Institute for Statistics. Basic texts*. Paris: UNESCO Institute for Statistics.
- UIS-STU. 2017. *UIS-STU Staff satisfaction survey results 2017*. Infographics, Montreal: UIS-STU.
- UNESCO. 2017a. *Audit Report on the Culture Sector*. Executive Board document. 202 EX/32.INF.2, Paris: UNESCO.
- UNESCO. 2018. *Decisions adopted by the Executive Board at its 204th session*. Board paper. 204 EX/Decisions, Paris: UNESCO.
- UNESCO. 2017b. *Mission Report. Mission to Montreal to represent the DG to the 19th Session of UIS Governing Board in Montreal*. Internal memo, Paris: UNESCO.

- UNESCO. 2017c. *Mission Report. Mission to UIS Montreal*. Internal memo, Paris: UNESCO.
- UNESCO. 2017. *Proposal for Organizational restructuring of the UNESCO Institute for Statistics. Memorandum BFM/2017/IN/196 of 14 June 2017*. Paris: UNESCO.
- UNESCO. 2018a. *Report by the Governing Board of the UNESCO Institute for Statistics on the activities of the Institute*. Executive Board Paper. 204 EX/10, Paris: UNESCO.
- UNESCO. 2017d. *Revised Medium-Term Strategy 2017-2021 of the UNESCO Institute for Statistics*. Executive Board Document, Paris: UNESCO.
- UNESCO. 2018b. *UNESCO Culture Sector and UNESCO Institute for Statistics Cooperation and Work Plan 2018-2021*. Draft, Paris: UNESCO.
- UNESCO. 2015. *UNESCO Evaluation Policy*. Executive Board Document. 196 EX/24.INF, Paris: UNESCO.
- World Bank. 2017. *Water Utility Turnaround Framework*. Volume 1, Washington: World Bank.