SIXTY-SECOND SESSION OF THE COUNCIL OF THE INTERNATIONAL BUREAU OF EDUCATION


REVIEW OF THE STRUCTURE AND STAFFING OF THE INTERNATIONAL BUREAU OF EDUCATION
1. Background

At the 36th Session of the UNESCO General Conference in November 2011, the Conference unanimously decided that the IBE should be developed as a Centre of Excellence in Curriculum.

Following this decision the IBE Council endorsed in January 2012 an Implementation Plan setting out the Goals and Strategies necessary to make the IBE a Centre of Excellence (UNESCO/BIE/C.61 Inf4). The IBE Council Steering Committee further discussed, at its meeting in September 2012 a set of Strategic Program Priorities for the period 2012-2017. As input into this decision-making process an external review (Mannet - Rapid Organization Assessment) was conducted in July 2011 to provide a high level assessment to the IBE Council and management of the IBE’s strategy, organizational design and management practices.

The Council at its 61st Session in January 2012 requested that an in-depth review should be undertaken of the structure and staffing of the Institute, to review the staff profile and grade of positions as well as any contractual issues, in order to present the new organizational structure to the 62nd session of IBE Council in 2013. This is the report of this review of the IBE’s organizational structure and staffing, undertaken by an independent external consultant in Geneva between 12 to 14 November 2012.

2. IBE Organization and Staffing requirements needed to support a Centre of Excellence

The following organizational and human resource management issues are key to supporting the creation and sustainability of a Centre of Excellence:

2.1 A structure that is linked to, and driven by, program goals and strategies.

A first principle is that organizational strategy and program priorities should drive the overall organizational structure. Therefore it is important to match the organizational structure to the program priorities. The Strategic review endorsed by the IBE Council set out the following key Program priority areas to ensure that the IBE becomes a curriculum Centre of Excellence.

i. Program Priorities
   o Capacity development
   o Technical assistance
   o Knowledge management and dissemination through clearing house
   o Curriculum research
   o Policy dialogue and development
   o Partnerships, networks and communities of practice.
Proposed Structure - Organizing to deliver key program priorities

The key elements of the structure are based on linking related program functions together to form three strategic program areas:

- A service delivery group providing high level services to stakeholders
- A research and policy development function and
- A data management and information dissemination group.

Each of these key programs will be headed by a senior professional position (P-5).

a. Curriculum Services to Members States

The over-riding responsibility is the provision of authoritative and credible curriculum services to Member States. These services can take a number of forms, including lighthouse projects that build national capacity, delivery of diploma courses in curriculum, workshops or meetings on specific curriculum or educational issues, or by technical assistance to national education authorities on the design or reform of curriculum.

Key functions:
- Capacity development – provision of diploma courses, training and workshops on curriculum issues
- Technical Assistance – supporting Member States in curriculum reforms and design of national curricula
- Toolkit development
- Knowledge generation
- Special programs and projects

b. Curriculum Research and Policy Development

This is a key program area that requires strengthening and increased resourcing, particularly in the areas of curriculum research and policy development. Also included in this program area are the development and extension of world-wide networks and partnerships and the further development of the concept of Communities of Practice. Developing dialogue and partnerships with national curriculum institutions, universities and member state networks data collection, policy dialogue and feedback from capacity development and technical assistance programs will become a critical aspect of the work of the IBE.

Key functions:
- Curriculum research and innovation
- Commissioning studies
- Partnerships and networking (including developing communities of practice)
- Policy development (including ICE policy dialogue)
- Key publications
c. **Clearing-House and Information Management**

This program area develops and maintains a world-wide information and data base on curriculum and curriculum related issues which is available and disseminated to Member States, IBE stakeholders and partners through an IBE Clearing House. A key priority is to develop and realize the concept and the web-enabled supporting systems of the Curriculum Clearing House. This will require a significant investment in systems development and information technology, in order to deliver the Clearing House.

**Key functions**

- Development of clearing-house and management of its services, in particular dissemination of information to stakeholders
- Database management
- Analytical services and data mining
- Reference material, documentation and information services
- Website, internal and corporate communications.

*It is recommended* that the IBE organize around these three priority areas, though it needs to be recognized that the realization of the final structure will depend on on-going resource mobilization efforts. Set out in *Figure 1 IBE Organization Structure 2015/2016* is the organizational structure proposed to deliver on these requirements.

### 2.2 A structure that provides for core capacity in leadership and substantive expertise – the staffing resources required to support the IBE as a Centre of Excellence

A second key issue is to ensure that the structure has an adequate number and level of core positions that allow the organization to acquire the skills and competencies needed to ensure its program leadership, a critical mass in curriculum skills and thus credibility and authority in the curriculum and educational field. It is unfortunate however, that the need to develop and strengthen the necessary skills and expertise is however, occurring at a time when UNESCO and the IBE are facing severe budgetary restrictions and as such this represents a risk to the goal of developing the IBE as a Centre of Excellence. For example from 2011 budgetary levels there has been a reduction of the regular budget contribution from UNESCO of $775,000 or 31%. As a result the IBE has had to focus on a significant budgetary reduction in 2012, whilst at the same time seeking to re-orient its strategic direction and strengthening its core curriculum, research and policy skills.

The number of regular budget funded professional positions proposed in the new structure will reduce slightly from 2011/2012 levels (8 professional positions including Director’s position) to 7 in the new structure. In addition there is a reduction in the number of General Service positions (Regular budget funded) from 6 to 4. The growth in the professional positions envisaged in the new structure is to be funded by extra-budgetary resources to be progressively mobilized in successive biennia.
• **Core positions and a Centre of Excellence**

Reliable and predictable funding for the core positions is a central requirement for sustainable and credible program leadership and support to Member States and as such is a key requirement for the establishment of a Centre of Excellence.

Core positions are those that are critical to both providing leadership and provision of high level professional skills in the curriculum field. Ensuring that the IBE has the necessary core positions with the appropriate skill and competency requirements is central to ensuring on-going program continuity and sustainability. Quality and expertise ensures credibility and capacity to provide the authoritative advice needed to Members States that is a hallmark of a Centre of Excellence. Core positions are therefore those positions that also provide continuity and on-going sustainability in curriculum capacity. Such positions need to be staffed through contractual arrangements that provide some certainty and continuity not provided through annually renewable project appointments.

Whilst it has been proposed by UNESCO (Education Sector) that a current core vacancy which has been advertised and is in the process of being staffed, be now filled as a project appointment, this review strongly supports the view of IBE management and the conclusions of the Mannet review that this position be staffed as a core regular budget funded position. The key issue here is that if the position is staffed as a Project Appointment that are limited to annual budget this would undermine the capacity of the IBE to have continuity and sustainability in one of its key leadership positions that is essential for establishing partnerships and credibility with the IBE networks and communities of practice.

It is recommended that the positions of Director, the three P-5 Senior Program Managers, the Administrative Officer, and the four General Service support positions are all retained as core positions, with fixed-term appointments. Currently there are also two P-2 regular budget funded positions within the 2011-2012 organization structure (both occupied). It is recommended that as staff changes occur in these positions, consideration will be given to converting one of these posts to a Project Appointment in order to retain all the P-5 positions as core posts within the regular budget.

Apart from the current regular budget funded positions it is recommended that all future growth be funded from extra-budgetary sources and consequently would be staffed by project appointments.

**2.3 Internal Culture and Ways of Working**

As outlined in the Mannet report it is essential that the IBE adopt ways of working which encourages collaborative, team based approaches.

• The skills and expertise requirements should also ensure multi-skilling amongst the core staff that will encourage flexibility and inter-changeability based on changing demands and needs.
• Team based approaches (which are flexible and adaptive) will also support the approach whereby cross functional teams can be established to work on issues and projects which require the participation and contribution of different units of the IBE. Many of the functions assigned to individual program entities are linked to the work of other units and a distinction should be drawn between program ‘homes’ (responsible for program leadership and accountability for results) and the task teams that draw in participation from other units of the IBE. There are a number of subject areas where this mode of operation will be essential for example:

  o Development of Communities of Practice - led by Curriculum Research and Policy Development but also actively involving Curriculum Services.

  o Development of the Information Management function and the Curriculum Clearing House system - this is led by Curriculum Clearing House group but must also involve Curriculum Services to Member States as well as Curriculum Research and Policy Development in order to define the data required to be captured and managed.

  o Management of the Policy Development process- led by Curriculum Research and Policy development but actively involving both of the other two units.

  o Communication and Resource Mobilization strategies are issues that will require the active involvement of all program managers.

  o Knowledge management is an important process which should be at the heart of the work of the IBE. Knowledge management is essentially about facilitating the processes by which knowledge is created, shared and used in organizations. As such creating a knowledge environment usually requires changing organizational values and culture, changing people’s behaviors and providing people with easy access to each other and to relevant information resources. Knowledge is one of the primary tools in the work of the IBE and as a knowledge organization the IBE needs to fully exploit its comparative advantages as a multi-national integrator, convener and neutral forum to promote greater access to, and flow of, knowledge.

All areas of the IBE should be involved in working on developing processes and behaviors that promote knowledge management. Knowledge development will occur through curriculum research, through feedback from the evaluation of programs delivered to Member States and this knowledge will be disseminated through information management and clearing house mechanisms.
3. Transitional arrangements or phasing in the new organization structure

It is recognized that the additional resources to fully deliver on these arrangements will not be available immediately so it is recommended that the structure be phased in with additional positions progressively added over two biennia (four years) subject to the results of the mobilization of extra-budgetary funds.

3.1 Current Structure and establishment of positions – 2012

A summary of the current establishment of positions is summarized in Table 1 below.

<table>
<thead>
<tr>
<th>Position Type</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regular budget Professional posts (incl. Director)</td>
<td>8</td>
</tr>
<tr>
<td>Project Appointment positions</td>
<td>3</td>
</tr>
<tr>
<td>General Service – Regular budget positions</td>
<td>6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>17</strong></td>
</tr>
</tbody>
</table>

In the current structure in 2012 (See Figure 2 Organization Structure 2012.) there are a number of aspects that will be changed with the restructuring of the organization:

- a) There are currently 8 reporting points to the Director (including support staff) and there needs to be a structure which will allow the Director to delegate key program responsibility to senior program managers. At the same time the structure does not adequately group and concentrate related functions together under dedicated senior program managers.
- b) There is a significant strengthening of the organization’s capacity to undertake curriculum research, through international educational/curriculum networks to establish partnerships and communities of practice, as well as an on-going policy development process.
- c) There is a reduction (by 2) in the General Service support positions but with a corresponding increase by five of extra-budgetary funded professional positions.

3.2 Structure and establishment of positions – 2013-2014

It is recommended that following endorsement of the revised organization structure the following actions be taken to implement the new arrangements, which will bring the post establishment to the following levels:

**Summary of positions in 2013-2014**

<table>
<thead>
<tr>
<th>Position Type</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regular budget Professional posts (incl. Director)</td>
<td>7</td>
</tr>
<tr>
<td>Project Appointment positions</td>
<td>9</td>
</tr>
<tr>
<td>General Service – Regular budget positions</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>20</strong></td>
</tr>
</tbody>
</table>

With these actions it will be possible to establish the key functions of the new structure and resource the priority program areas in 2012 and 2014. See Figure 3 IBE Organizational Structure 2013/2014.

- a) Formal establishment of the new organization structure from 1 January 2013
b) Recognition of the IBE amongst stakeholders and the international educational community as a Centre of Excellence requires a sufficient breadth of programs and depth of expertise (critical mass) to be able to respond to the key educational/curriculum needs of Members States. For this reason it is proposed that there be a significant expansion of IBE resources from 2013 to establish these programs and deploy adequate expertise.

c) Upgrading of a Program Specialist (Capacity Development) position P-4 to P-5 to establish the team leader for Curriculum Services to Member States

d) A reduction in two Regular Budget funded General Service positions, namely:
   • Abolition of G-4 position in Curriculum Clearing House and Information Management
   • Abolition of Senior Publications Assistant G-6 in the Officer of Director.

e) An increase of six professional, extra-budgetary funded positions (subject to funding) as follows:
   • One P-3 position in the Curriculum Research and Policy Development
   • Two P-2 positions in Curriculum Research and Policy Development
   • One P-4 Program Officer in the Curriculum Services to Members States, with responsibility for Capacity Development
   • One P-3 position in Curriculum Clearing House and Information Management
   • One P-2 position in Curriculum Clearing House and Information Management.

3.3 Completion of phased transition to the full structure 2015/2016

It is anticipated that the creation of an additional four professional positions in 2015/2016 will be in response to a growth in demand for IBE services. This is particularly likely to be the case with respect to the Capacity Development program where expect growth will require two regional teams.

Summary of positions - current Situation in 2015-2016

| Regular budget Professional posts (incl. Director) | 7 |
| Project Appointment positions | 13 |
| General Service – Regular budget positions | 4 |
| Total | 24 |

The full implementation of the organization structure in the 2015/2016 biennium will see the following actions:

• Creation of a P-4 position to strengthen Capacity Development built around two regional teams (Team 1 – Latin America and Africa and Team 2 – Asia and Arab States).
• Creation of P-2 position in Curriculum Clearing House and Information Management
• Creation of P-2 position in Curriculum Services to Member States
• Creation of P-2 position in Curriculum Research and Policy Development
4. Resource Mobilization

The ability of the IBE to mobilize extra-budgetary funding will be a crucial determinant of its success in becoming a Centre of Excellence in curriculum over the next four years. To be a Centre of Excellence requires a sound, stable and strengthened funding base around its key strategic directions and program priorities. The IBE’s main comparative advantages for resource mobilization need to be:

- Its role in providing balanced, evidence-based contributions to complex and sensitive educational debates at regional and national level;
- Its function as a neutral forum for the provision of high quality, objective curriculum and educational advice;
- The quality, caliber and integrity of the technical staff who can become active catalysts of “best practice” development in the curriculum field at national level;
- A demonstrated capacity to build partnerships and collaborative networks.

Given the critical nature of this issue and the challenges facing the IBE in this area, it is suggested that the IBE:

i. Develop a comprehensive marketing and communication strategy and plan focusing on the key donor audiences and based on concrete success stories;
ii. Widely promulgate the marketing and communication plan to ensure coherent communication of key messages related to resource mobilization;
iii. Develop a set of communication guidelines for all professional staff to assist them in engaging in communication activities related to resource mobilization;
iv. Ensure that senior professional staff (P4/P5) include in their work plans a requirement to support resource mobilization activities as a corporate activity.

5. Key Skills and Expertise required to be a Centre of Excellence

5.1 Professional/ Substantive skills

Excellence is achieved when the IBE is recognized as being successful in meeting the needs of its Member States and stakeholders in an exemplary manner. Excellence suggests high quality professional and program results together with credibility, respect and leadership among peers and world wide educational and curriculum networks. Excellence also clearly translates into heightened capacity to generate partnerships and to motivate others towards the achievement of the IBE’s goals.

In order to achieve these levels of excellence it is expected that all senior positions will possess high level professional and technical skills, in particular, in depth knowledge of curriculum and educational issues, including program design, implementation, monitoring and evaluation. All senior program leadership positions will require these skills and expertise in order to allow flexibility and multi-skilling in the delivery of advice and program services to Member States.
5.2 Enabling Skills

The traditional view of defining “excellent staff” however, solely in terms of the substantive professional or technical specialization alone is no longer adequate in the context of rapidly changing curriculum needs and stakeholder demands. Ensuring excellence requires that in addition to a high level of professional competence, staff should be able to effectively deploy a range of enabling skills. These include the:

- program and professional leadership
- capacity to communicate the organization’s messages
- ability to build partnerships
- ability to mobilize and leverage resources
- capacity to manage inter-disciplinary teams
- skills in information and knowledge management.

This combining of professional substantive knowledge with these enabling skills, provides the basis for the effective delivery of quality and timely services to constituents and clients. For the IBE some of the priority areas of skills and expertise required given the challenges faced in developing its role as a Centre of Excellence are the following:

1. Communication, and presentation skills
2. Resource mobilization, advocacy and marketing skills
3. Project design, development, implementation, monitoring and evaluation
4. Information management, including data analysis
5. Development of web-based and enabled access and dissemination systems (in support of the clearing house).

It is therefore recommended that priority be given to both recruiting staff with these enabling skills and competencies whilst at the same time developing them in current staff through an on-going staff development program.

5.3 Training and staff development needs

To develop and maintain the relevance and quality of the skills identified above, will require an increased investment in staff development and training. This investment will be needed to establish an on-going program of Continuing Professional Development. This is important to ensure that the IBE retains state of the art skills and knowledge in the field of curriculum. In order for the IBE to acquire new knowledge and skills, it needs see itself as a ‘learning organization’.

It is recommended that a program of Continuing Professional Development be adopted and that this program include the following specific steps:

i. Every staff member should be required to participate in at least one meaningful staff development activity each year. The specific details should be discussed between the supervisor and staff member as part of the performance management program
ii. Leaders in the field of curriculum and education should be invited on a periodic basis to conduct seminars or make presentations on topical issues or developments in the curriculum or educational field to IBE staff.

iii. Professional staff should be encouraged to be active in relevant professional associations in the field of education and curriculum and wherever possible attend related conferences or symposia in the education/curriculum field.

iv. The internal culture of the IBE should encourage staff to share knowledge and skills with IBE colleagues, including feedback from lessons learned from capacity development and technical assistance projects and missions as well as from knowledge sharing with communities of practice and curriculum networks. In this way the IBE will become a ‘learning organization’ through a process of active knowledge management.

6. **Staffing Profiles for the following key positions**

   At Attachments 1 – 4 are draft duties and skill profiles for the following key positions:
   - P-5 Support Services to Member States
   - P-5 Curriculum Research and Policy Development
   - P-5 Clearing-House and Information Management
   - P-4 Capacity Development
   - P-4 Technical Assistance

7. **Recommendations**

   It is recommended that:

   1. the IBE organize around the three priority program areas, set out in section 1 of the report and based on the structure outlined in Figure 1. IBE Organization Structure 2015/2016 with the new organization to be formalized as from January 2013;
   2. as staff changes occur in the regular budget funded P-2 positions, consideration be given to converting these posts to Project Appointments in order to support on-going retention of all the P-5 positions as core posts within the regular budget;
   3. all future growth be funded from extra-budgetary sources and consequently staffed by project appointments;
   4. the structure be phased in with additional resources (positions) progressively added over two biennia (four years);
   5. priority be given to recruiting staff with key enabling skills and competencies as well as developing these skills in current staff through a program of Continuing Professional Development.

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6 December 2012
Figure 1

IBE-COE Organizational Chart
(As expected by the end of 2015-2016)
Figure 3

Main functions:
- Capacity development/Diplomas
- Technical assistance
- Toolkits development
- Knowledge generation
- Priority themes
- Special projects

Main functions:
- Research & Innovation
- Curriculuming studies
- Partnerships & Networking
- Publications
- Policy development processes (policy dialogue and IGE)

Main functions:
- Clearinghouse services
- Databases management
- Analysis and data mining
- Documentation
- Reference & information services
- Website & corporate communications

Main functions:
- Finance & budget
- Travel
- IT support services
- HR services
- Premises management
- Security

Professionals (P)
General Services (GS)
Fixed Positions (F or GS)
Few post cnc. (P)

FA = Project Appointment

IBE-COE Organizational Chart
(As expected by the end of 2013-2014)