



United Nations
Educational, Scientific and
Cultural Organization

UNESCO Bangkok
Asia and Pacific Regional Bureau
for Education

What are key education policy and management concepts?
How can an education system be analyzed?
How can critical policy areas be identified?
How can an education system be monitored?

UNESCO Handbook on Education Policy Analysis and Programming

What is an education policy cycle?
What is a sector-wide approach to education?
What are key modalities for cooperation?

Volume 2
UNESCO Programming

UNESCO Handbook on Education Policy Analysis and Programming

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Coordinator: Satoko Yano
Design/Layout: Warren Field

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Use of this handbook

The education sector can seem vast and complex to analyse. This handbook proposes a systematic and structured method that facilitates analysis of education policy and programmes across the areas of access, quality and management of education and across the major cross-cutting issues, for all levels and types of education within the national context.

The handbook provides a conceptual framework for education policy analysis and for engaging in policy dialogues with national counterparts and development partners. This framework is especially useful when planning or attending policy conferences, meetings and workshops and when commenting on policy documents provided by governments and donors.

Drawing on the expertise, experiences and insights of UNESCO specialists, Volume I of this handbook presents the key issues that UNESCO staff should be aware of when conducting analysis for UNESCO National Education Support Strategies (UNESS), United Nations Development Assistance Frameworks (UNDAF) and UNESCO Country Programme Documents (UCPD). This volume also presents the guiding questions that can be asked during education policy analysis. It should be noted that not all the content of this handbook will be relevant to all countries, nor does this handbook aim to cover all possible issues. UNESCO staff are encouraged to select the key issues and guiding questions relevant to the contexts and needs of the country concerned.

Volume II of this handbook demonstrates how to use these concepts, issues and questions in practical terms. Using the UNESS process as an example, it presents a step-by-step guide to conducting a full education policy analysis, supported by an online tool.

This handbook is a work-in-progress and will be further improved based on the comments received. Please send your comments and feedback to:

Satoko Yano
Education Specialist
Education Policy and Reform Unit (EPR)
UNESCO Bangkok
Email: s.yano@unesco.org

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Acronyms

CCA	Common Country Assessment
ECCE	Early Childhood Care and Education
EFA	Education for All
EMIS	Education management information system
EPR	Education Policy and Reform Unit (of UNESCO Bangkok)
ESD	Education for Sustainable Development
FIT	Funds-in-Trust
FO	Field office
FTI	Fast Track Initiative
HQ	Headquarters
IDP	International development partner
ISCED	International Standard Classification of Education
M&E	Monitoring and evaluation
NFE	Non-formal education
NGO	Non-governmental organization
OECD	Organisation for Economic Co-operation and Development
PISA	Programme for International Student Assessment
RB	Regional bureau
SWAp	Sector-wide approach
TIMSS	Trends in International Mathematics and Science Study
TVET	Technical and Vocational Education and Training
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNESS	UNESCO National Education Support Strategy

Introduction

This UNESCO Handbook for Education Sector Policy Analysis and Programming responds to the lessons learned in the Regional Evaluation of the UNESCO National Education Support Strategy (UNESS) performed by UNESCO Bangkok in 2010.¹ The evaluation suggested a need for practical guidance for UNESCO field offices (FOs) in carrying out education sector policy analysis and programming in UNESCO Member States.

As such, Volume 1 of this handbook provided a conceptual framework for education policy analysis and explained the key issues that UNESCO staff should be aware of when conducting analysis for United Nations Development Assistance Frameworks (UNDAF) and UNESCO Country Programme Documents (UCPD) and for engaging in policy dialogues with national counterparts and development partners. This is especially useful for staff organizing and/or attending policy conferences, meetings, workshops and commenting on government and donor policy documents.

In this volume, Volume 2, a practical method is presented to record, organize and utilize the information that was gathered using the policy analysis framework. This volume of the handbook uses a set of matrices to record and organize information. A web-based tool² has been created to accompany this handbook, which facilitates gap identification. Utilization of the matrices and web-based tool assist in identifying UNESCO's future priorities for interventions in a given country in a practical, rational and evidence-based manner. A logical end-product of such an exercise would be a document that outlines UNESCO's planned interventions (such as UCPD, UNDAF, etc.).

1 UNESCO. 2010. *Regional Evaluation of UNESCO National Education Support Strategies (UNESS) - Final Report*. UNESCO. Bangkok.

2 UNESCO Education Programming Tool. <http://www4.unescobkk.org/matrix/>

1. Logical flow of policy analysis and programming

The Guidance Note for preparing a UNESCO National Education Support Strategy (UNESS)³ suggests a logical step-by-step education sector policy analysis and programming process. This volume (Volume 2) of the handbook builds upon the UNESS Guidance Note by providing a practical approach to operationalize the steps.

The analytical and programming process proposes the following steps (see Figure 1):

Step 1 Review the national development context and its implications for education.

Step 2 Identify achievements, challenges, issues and needs in education.

Step 3 Analyse past and present national education policies, strategies and plans and government actions taken, so as to assess how they address the identified challenges, issues and needs.

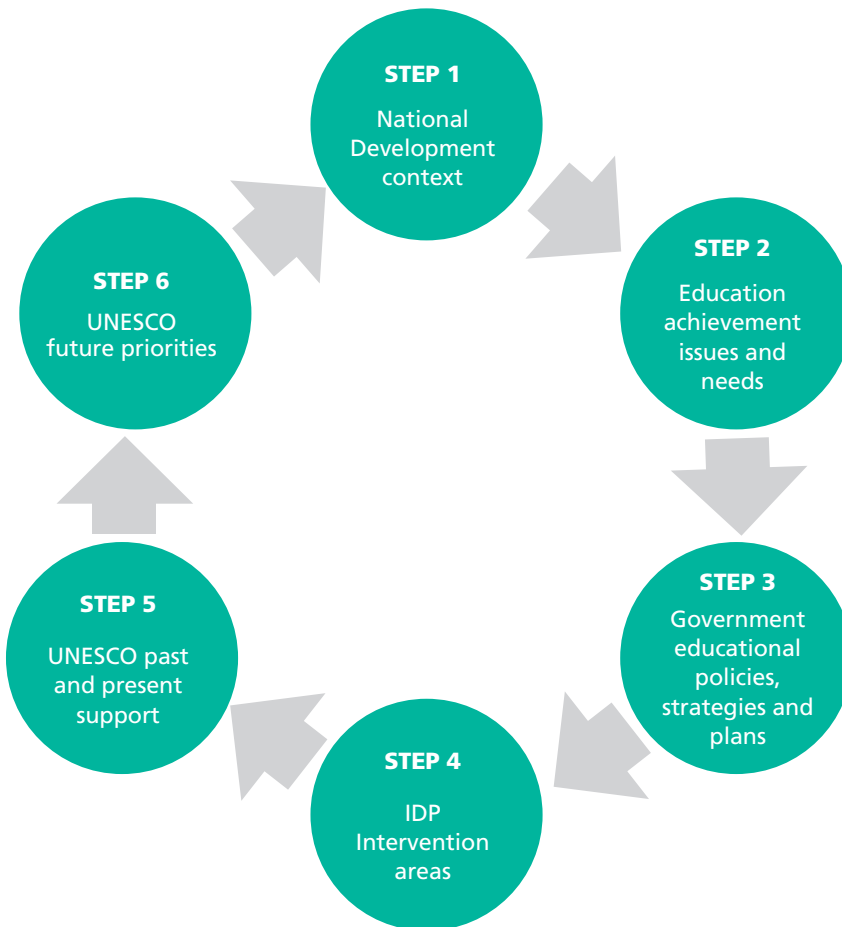
Step 4 Take stock of the interventions of international development partners (IDPs) in education.

Step 5 Review UNESCO's past and present support to education in the country.

Step 6 Identify, select and define areas for UNESCO priority support in the future.

³ UNESCO. 2006. Building a UNESCO National Education Support Strategy (UNESS) Document, 2008-2013: Guidance Note. <http://unesdoc.unesco.org/images/0014/001485/148566e.pdf>

Figure 1: The analytical and programming process and steps



The programming and prioritization process chains, together with analysis at each successive step, provides a comprehensive overview across all analytical dimensions, sub-sectors and cross-cutting issues. In this way, one can rationally “zoom in” on critical development gaps in education, and priority areas in which UNESCO support would be most appropriate and effective.

2. Operationalizing the programming process

As described in Volume 1, the education systems in all countries have sub-sectors corresponding to different levels and types of education, each catering to specific learner groups.

In order to operate institutions and programmes and to deliver education, each education sub-sector requires:

- human and financial resources
- school facilities
- instructional materials

Education policy analysis involves examining the sub-sectors according to five key analytical dimensions:

1. access and equity
2. quality
3. sector management
4. finance
5. monitoring and evaluation

Analysis also requires examining the sub-sectors in terms of six key cross-cutting issues: teacher policies:

1. gender
2. sustainable development
3. HIV and AIDS
4. information and communication technology (ICT)
5. statistics and information management.

Refer to Volume 1 for detailed information on the sub-sectors, dimensions and issues.

A practical way to carry out the programming process is to visualize the education system as a matrix (or grid), as shown in the simplified example in Table 1 below. This matrix presents the education sector and sub-sectors in relation to the five analytical dimensions and the six cross-cutting issues. The matrix thus translates the multi-dimensional education system⁴ into an operational framework to facilitate a comprehensive review and analysis of the education sector as a whole.⁵

4 Illustrated in Figure 5 of Volume 1 of this Handbook.

5 The categories used in these matrices are standardized, yet may be further simplified or expanded in order to adapt to specific country conditions and needs.

Table 1: An example of a matrix for analysing the education sector

Matrix 2: Achievements, issues and needs in education							
	Sector-wide	ECCE	Primary	Secondary	HE	TVET	NFE
Analytical Dimensions							
Access and Equity							
Quality							
Sector Management							
Finance							
Monitoring and Evaluation							
Cross-cutting Issues							
Teacher Policies							
Gender							
Sustainable Development							
HIV / AIDS							
ICT							
Statistics and Information Management							

Operationalization of the programming process would therefore involve creating a matrix for each of the analytical and programming steps listed in Section 1, and then gathering and entering data accordingly (See Annex 1 for the six matrices). For example, a background matrix (Matrix 1) can be used for Step 1 (Review the national development context and its implications for education). Information on contextual factors would be entered into Matrix 1.

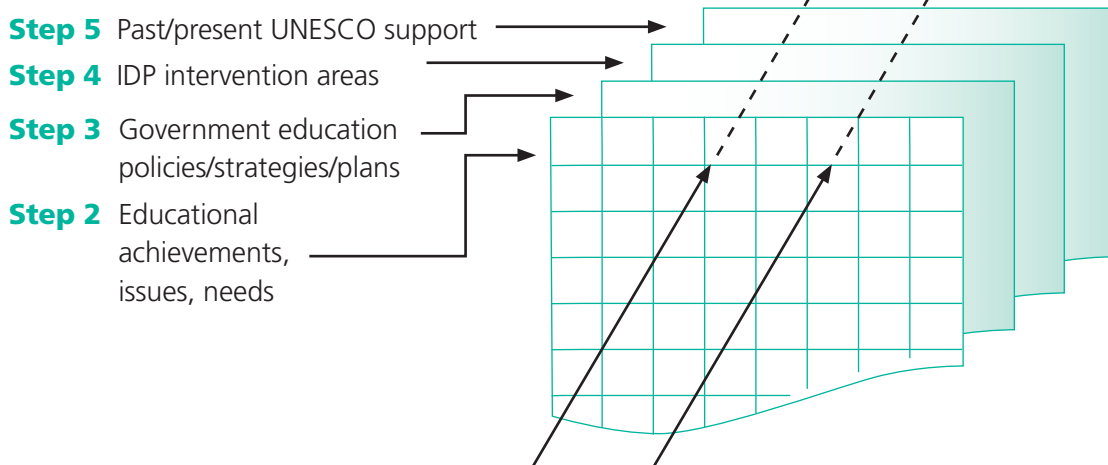
For Steps 2 to 5 a chain of four matrices can be used. The chain-analysis of these four matrices, in light of the Background Matrix, will lead to Step 6 (Identify, select and define areas for UNESCO priority support in the future), for which the “Programme Result Matrix” can be used.

Figure 2: Analytical process

In order to chain-analyse matrices 2 to 5 in a consistent and meaningful manner, each of these four matrices presents information using the same education sub-sectors (column headings) and the same analytical dimensions and cross-cutting issues (row headings), as shown in Table 1 above.

Using the web-based tool, it is then possible to link the matrices together. Information regarding each specific education sub-sector, analytical dimension and cross-cutting issue can consequently be analysed from matrix to matrix and cell-by-cell in a transversal manner (see the arrows in Figure 3). This allows for both a broad view of the sector as well as a more detailed understanding of the gaps and issues across different education sub-sectors and analytical dimensions.

Figure 3: Chain-analysis of matrices



For example, challenges and needs regarding “Access and Equity” identified in Matrix 2, can be analyzed against government and development partner priorities and intervention areas (Matrices 3 and 4), as well as against UNESCO’s past and current support (Matrix 5). By linking together all the information related to the “Access and Equity” dimension for each sub-sector, the main gaps for this analytical dimension can be more easily identified and analyzed. Sub-sectors can also be compared with each other and with the sector as a whole. In the same way, one can link together all the relevant information related to the five dimensions and the six cross-cutting issues in one specific sub-sector to more easily identify the most crucial gaps for that sub-sector. To support the process of analysis, key issues and guiding questions for each dimension and cross-cutting issue are given in Volume 1 of this handbook. During analysis, it is vital to continuously refer back to the Background Matrix (Matrix 1) in order to contextualize any identified gaps.

3. Characteristics and use of matrices

The sections below explain the matrices one-by-one, describing their characteristics and how to use each of them, and how to perform chain-analysis of the six steps using the web-based tool. For reference, the matrices can also be found in Annex 1 of this Volume.

TIPS

DO

- Record the succinct highlights, in bullet points, in the relevant cells of each matrix.
- Repeat information or insights that apply to several sub-sectors or cells.
- Add source information and links for further verification and enquiry.
- Make use of the tool functions, such as highlighting important cells in different colours (e.g. Red=Urgent, Green=Emerging, Orange=More information required).
- Record only information and insights that are based on reliable facts, observations, documents and sources.
- Always correct and update the cell records promptly with newly obtained information and insights. For example, the launch of a new Education Plan, a change in the donor community, the introduction of an extended education cycle, etc.
- Involve relevant UNESCO staff not only at the field office level (Programme Specialist/s and their Programme Assistant/s), but also colleagues from headquarters (HQ), institutes or regional bureaus who have been involved in education work for the country concerned.

DON'T

- Crowd each cell with unnecessary details, if these can be found and referred to elsewhere.
- Fill each and every cell in a matrix with unnecessary information. Empty cells can indicate gaps.

3.1 Matrix 1: Country context and implications for education

The very first step in education sector analysis is to examine the country context. The purpose of such analysis is to identify the key local factors that affect the way education is organized and received, so as to form a systemic understanding of the situation and the dynamics within the country. This contextual analysis will also provide a backdrop against which subsequent analyses and assessments of past and future education policies and actions can be meaningfully carried out.⁶

Many contextual factors can affect education. Matrix 1 (the “Background” matrix) presents a framework in which these factors are grouped under five categories:

1. Geography and demography
2. Society and culture
3. Economy
4. Politics
5. Others

The fifth category, “Others” provides the opportunity to include specific factors relevant to the national or sub-national contexts.

This matrix does not examine the five analytical dimensions and the six cross-cutting issues mentioned earlier (which are described in detail in Volume 1 of this handbook). It instead examines the five contextual factors in relation to their impact on the sub-sectors of education.

Table 2: Matrix 1: Country context and implications for education

Matrix 1: Country content and implications for education							
Contextual factors	Sectorwide	ECCE	Primary	Secondary	HE	TVET	NFE
Geography and Demography (e.g. terrain; roads; waterways; remote areas/districts/islands, climactic zones; deserts/jungles; population pyramid; gender; age-groups; ethnic groups; urban/rural; migration; etc.)							
Social and Cultural Contexts (e.g. social structure; regional/community/family patterns; welfare; social exclusion; mobility; changes; quality of life; ethnicity; languages; religions; customs; cultural practices; events, phenomena; etc.)							
Economy (e.g. economic growth; main productive/ service sectors; changes in structure of economy; employment; poverty and wealth distribution; standards of living; etc.)							
Political Context (e.g. political system; political processes; ideologies; government; legislation; political changes; decentralisation; etc.)							
Others (e.g. environment; disasters; external influence, spread of ICT etc.)							

6 Refer to Volume 1 of this Handbook

To use this matrix, first identify the salient characteristics for each contextual factor within the country, and record in the relevant cells how these characteristics influence the education system as a whole, as well as each education sub-sector.

In addition to examining the contextual factors for implications for education, it could be worth identifying any ongoing development initiatives that may alter their dynamics. For example, major infrastructure development projects can lead to changes in population distribution, if not migration, in the areas concerned, which in turn can affect the location and size of schools. New policies on family planning can result in changes in the

population pyramid and a subsequent need to adjust the school network to adapt to such changes. Changes in policies to support ethnic minority languages may directly impact on the language of instruction in schools, curriculum revisions and teacher training needs. Welfare and wealth distribution policies may increase subsidies and scholarships for children and youth from poor families and therefore lead to an increase in school attendance. This type of forward-looking analysis may help to predict where support may be needed in the near future.

TIPS

- When clicking on each of the contextual factor in the web-based tool you will be provided with detailed examples that can help guide the user.
- When a cell has been filled, it is automatically marked in grey.

In sum, the analysis of the country context in Matrix 1 can help to reveal:

- The pressure exerted by various national contextual factors on education.
- Areas of the education system and specific sub-sectors that need to be developed.

Section 1.2.3 of Volume 1 and Annex 2 of this volume, Volume 2, have more extensive descriptions of each of the five contextual factors and the possible implications for education of each.

Before filling in the matrix refer to the Do's and Don'ts on page 7.

TIPS

- Data and information on the geographic, demographic and cultural factors can be obtained from government information services and the national statistical office, and also from reliable non-governmental sources and research reports.
- Media reports can signal changes in specific contextual factors. For example, media reports on natural and man-made disasters, environmental degradation, armed conflict, etc. Establishing contacts with media outlets (newspapers, television stations, etc) can yield more detailed information and views of such events, especially regarding their implications for education.

example

UNESCO staff member Mildred in Country X is filling out Matrix 1. One significant contextual factor in Country X, with implications for education, is the combination of the country's mountainous terrain and the long distances between the mountainous areas and the country's cities. These remote areas also have small populations. In the Geography and Demography cell of the matrix she therefore adds:

- The mountainous terrain and remoteness of the small communities living in these mountains contribute to difficulties in the supply of school buildings and facilities, teaching and learning materials and teachers. Districts A and B are of particular concern.

Since this information concerns the whole education sector, Mildred enters the information in the *Sector-wide* column. The situation is particularly crucial for the delivery of *ECCE*, primary and secondary education, so she copies and pastes the same information into the cells for those sub-sectors. However, she leaves the HE, TVET and NFE cells blank, as the terrain and distance are not the main factors currently limiting access to these forms education, some of the main factors affecting access to these types of education include lack of completion of basic and secondary education, and the un-affordability of these types of education for the local community. These factors are noted in other cells of the matrix.

After filling out the matrix, Mildred sees that these geographical factors are among the most pervasive contextual problems in the country as they severely hinders access to basic education, a prerequisite for many other types of education. She therefore decides to colour-mark the related cells in red, meaning *urgent*, in order to highlight this as a key issue affecting education in Country X.

3.2 Matrix 2: Achievements, issues and needs in education

A consistent framework is adopted from Matrix 2 to Matrix 5 (see Annex 1 for each matrix). These four matrices allow in-depth analysis of each sub-sector of education in terms of the five analytical dimensions and six cross-cutting issues.

Matrix 2 aims to identify achievements, issues and needs in education. As such, it is important to not only recognize current problems and difficulties in the country, but also to distinguish whether these are new and emerging, whether significant achievements have already been made, and whether any solutions have been identified.

In sum, information should be recorded on:

- Current issues and needs.
- Causes of these issues and needs.
- Potential solutions as identified by research and experts.

Table 3: Matrix 2: Achievements, issues and needs in education

Matrix 2: Achievements, issues and needs in education							
	Sector-wide	ECCE	Primary	Secondary	HE	TVET	NFE
Analytical Dimensions							
Access and Equity							
Quality							
Sector Management							
Finance							
Monitoring and Evaluation							
Cross-cutting Issues							
Teacher Policies							
Gender							
Sustainable Development							
HIV / AIDS							
ICT							
Statistics and Information Management							

To begin with, ascertain, from government counterparts and/or relevant experts in each education sub-sector, the strength and weaknesses of the sub-sector in terms of the analytical dimensions and cross-cutting issues listed in Matrix 2. This can be done by considering the related key issues and guiding questions provided in Volume 1 of this handbook. Reflect on and record the problems and difficulties the country is facing, the causes of these difficulties, and what can be done to solve them. An example is provided below.

TIP

It will be especially useful to engage in frequent dialogues with relevant government counterparts as well as informed experts in order to: (a) cross-check the reliability of data and information gathered thus far; (b) seek the latest updates; and (c) exchange views on specific issues and questions.

Current issues and needs

- **Practically all areas of the country have primary schools, but there is a serious difficulty in recruiting qualified teachers, especially for the less developed and remote regions of the country.** These findings can be noted in the form of bullet points under the column heading “Primary education” and in the cells corresponding to “Access and equity” and “Teacher policies”.

Causes of these issues and needs

- **The situation has worsened in the last decade as a result of increased urbanization, which has attracted young people to the cities. Few teachers, especially young people, are willing to return to rural areas.** This information can be recorded below the previous point in the same cells.

Potential solutions as identified by research and experts

- **Introducing incentives, such as extra financial benefits for teaching in rural schools, has been widely agreed by government and other stakeholders to be a key solution.** This information can be recorded below the previous point in the same cells.

Example

After substantial research and dialogue with contacts at the Ministry of Education and other stakeholders, it is time for Mildred to fill out Matrix 2. She has gathered a considerable amount of information concerning sector management, from which she tries to select the most important parts. In the *Sector Management/ED* Sector cell she adds:

- **Current issues and needs include:** Weak institutional capacity for planning, management, and delivery of education, particularly at the provincial and district levels. Major implications include shortages of textbooks, teacher guides and learning-teaching materials.
- **Causes include:** Insufficient training of staff following decentralization, limited opportunities and skills to engage in policy dialogue, and limited financial resources.
- **Identified solutions are:** Capacity building at all levels, including training in school mapping and micro-planning.

Since the information is related to both *Sector Management and Finance*, Mildred continues to investigate the funding issue and elaborates in the *Finance/ED* Sector cell:

- **Limited funds, particularly at the provincial and district levels.** Spending plan exceeds available funds, even with development partner support.
- **Causes include:** Decentralization of financial management without the necessary training or funds.
- **Identified solutions are:** Capacity building at all levels, including training in needs assessment, financial planning and reporting.

Mildred makes sure to note down her sources and the relevant links in the cells; after which she marks them red, meaning urgent. She then cross-checks the new information against that in Matrix 1. In the *Geography and Demography/ED* Sector cell she then adds:

Insufficiently developed infrastructure, including information and communication technology infrastructure, poses challenges for coordination and communication between local and central levels of management.

Remember to refer back to sections 2.2, 2.3 and 2.4 in Volume 1 of this handbook for information on, and guiding questions related to, the education sub-sectors, analytical dimensions and cross-cutting issues. Also remember to systematically add the sources of the findings, so as to be able to refer to them for further enquiries. In order to ensure the authenticity and reliability of the recorded information, the sources of information (books, reports and other publications, websites, etc) should be critically reviewed. This may require discussing these books and other sources with officials and informed experts to verify that the sources are reliable.

After finalizing Matrix 2, the findings can be cross-checked against the information recorded in Matrix 1 to see whether they are coherent and logical.

3.3 Matrix 3: National education policies, strategies and plans

Matrix 3 aims to highlight current national education policies, strategies and plans which, when chain-analysing with Matrix 2, can reveal how well government initiatives correspond to the various issues and needs in education.

Table 4: Matrix 3: National education policies, strategies and plans

Matrix 3: National education policies, strategies and plans							
	Sector-wide	ECCE	Primary	Secondary	HE	TVET	NFE
Analytical Dimensions							
Access and Equity							
Quality							
Sector Management							
Finance							
Monitoring and Evaluation							
Cross-cutting Issues							
Teacher Policies							
Gender							
Sustainable Development							
HIV / AIDS							
ICT							
Statistics and Information Management							

National development policies and plans usually include the country's education goals and priorities. Therefore, a careful review of major national development policy, strategy, and planning documents is necessary to see whether initiatives have been explicitly proposed for the education sector as a whole and for specific education sub-sectors. This information should be included in Matrix 3.

As a starting point, gather all available official national education policy, strategy and planning documents, then identify all decisions and proposed actions with regard to the education sector as a whole and for each sub-sector (if any). Review these in terms of the analytical dimensions and cross-cutting issues. Record summaries of these policies, strategies and plans in the corresponding cells in Matrix 3, attaching more detailed comments as deemed appropriate, as well as citing links to webpages when available.

The next step is to check these summaries against the information and comments recorded in the corresponding cells in Matrix 2, so as to identify any gaps. Such gaps can be flagged for further enquiry and clarification with relevant experts and government counterparts who may be able to explain why the problems you identified in Matrix 2 have not been addressed in government priorities and actions. Any mismatches between different policies, strategies and plans could also be highlighted (refer to section 2.1 of Volume 1 which discusses national education context, priorities and strategies) and discuss with the counterparts the relevance of the policies, strategies and plans and the proposed actions. The reasons and issues they give to explain or justify the decisions and initiatives, and comments about the discrepancies, relevance and effectiveness can then be added to the matrix cells, together with links to the source(s), for future reference and verification.

Further enquiries can be made to find out whether and how the decisions and actions proposed in previous or current education policies, strategies and plans have been, or are being, implemented. Discussions with relevant officials, informed experts and development partners can help to gather information and insights, as well as documented evidence, such as programme and project implementation reports and evaluation reports. These can help to further assess the relevance, efficiency, effectiveness, impact and sustainability of government policies, strategies, plans and their implementation.

In sum, specific information to enter into Matrix 3 may be:

- How well do existing policies, strategies and plans respond to current and future needs in education?
- How have these been implemented so far and what is the expected outcome?

Example

Country X is currently following a Five-Year National Education Development Plan 2010-2015, of which the main priorities include access and equity. After careful review, Mildred adds to the *Access and Equity/Secondary* cell:

- The Five-Year Plan 2010-2015 has the goal of increasing gross enrolment in lower secondary from 70 per cent in 2010 to 85 per cent in 2015, mainly through the establishing community schools and encouraging private initiatives.
- The plan's goal corresponds well to current needs but fails to specifically mention initiatives to address gender inequality (in 2010 the GER was 73 per cent for boys and 67 per cent for girls).
- Some community schools have already been established, but there is a lack of private providers, so the target will be difficult, if not impossible, to reach.

In the *Gender/Secondary* cell she adds:

- Despite the focus on access and equity, the Five-Year Plan fails to sufficiently address the issue of gender inequality as no specific initiatives have been identified to promote and increase female enrolment.

Before finishing, Mildred adds all the sources and links to the relevant documents and colour-marks appropriate cells.

3.4 Matrix 4: International development partner intervention areas

Matrix 4 aims to present information on the donor community and their initiatives. Depending on country situations, international development partners and donors can include:

- Multilateral organizations such as UN agencies, the World Bank, regional development banks and sub-regional cooperation organizations.
- Bilateral development agencies such as the Australian Agency for International Development (AusAID), the Canadian International Development Agency (CIDA), the Japan International Cooperation Agency (JICA), the Norwegian Agency for International Cooperation (NORAD), the Swedish International Development Cooperation Agency (SIDA) and the United Kingdom Department for International Development (DFID).
- International and local non-governmental organizations such as Save the Children, Plan International, Oxfam.
- Other international development agencies, associations and bodies.

Some IDPs may have a representative office in the country. Some may only operate specific programmes and projects, for which the responsible person functions as the country representative. Others may collaborate in jointly supporting a project, and the responsible person may not be in a position to provide information on all the concerned IDP's in-country interventions.

For the purpose of policy analysis and programming, and perhaps also for periodic updating of previous mappings of donor interventions in education, an enquiry or survey can be organized to collect the latest information on IDP interventions in terms of the education sub-sector, and the analytical dimensions and cross-cutting issues covered by these interventions, as well as the targeted geographical areas and population groups and the intervention modalities (e.g. funding through specific projects or budget support; technical assistance; or both). Information can also be collected on the phases and duration of support, expected outcomes, frequency of monitoring and evaluation, partnership with other donors, and other related information.

Experience has shown that such donor mappings have often already been carried out by the government, a specific IDP, or a donor coordination mechanism such as the Education Sector Group or Education Sector Working Group in the country. If such a coordination mechanism exists, it is advised to make full use of it in organizing new donor mapping.

Once the information from each IDP has been collected, record the essential descriptive information into the corresponding cell(s) in Matrix 4 together with the relevant sources. Please note that additional cells have been incorporated in Matrix 4 and 5 in order to cover existing initiatives for aid effectiveness (as well as the analytical dimensions and cross-cutting issues). This part can cover findings about donor coordination and SWAps, as well as cooperation in education under the One UN and the Global Partnership for Education initiatives (see information box below).

Coordination mechanism: In most countries where the UN is present there is a coordination mechanism under the UN Country Team to ensure inter-agency coordination at the country level. Depending on the needs of the host country, thematic working groups or joint working groups can be established, which include representatives from government institutions, UN agencies, multilateral banks, bilateral agencies and NGOs. In some cases, NGOs active at the country level also form NGO coordination mechanisms.

One UN: The One UN initiative, also known as Delivering as One, was launched in 2007 and aims to enhance coordination of different UN bodies so as to deliver more effective development operations. This entails establishing one UN presence with one programme and one budgetary framework. It involves enhancing the role of the UN Resident Coordinator, while at the same time making use of the comparative advantages of the different members of the UN family.

Global Partnership for Education: The Global Partnership for Education (previously Education for All Fast Track Initiative, EFA-FTI) was established in 2002 as a partnership between developing and donor countries and agencies. The partnership aims to harmonize and increase external support for country education plans and foster mutual accountability and transparency.

Table 5: Matrix 4: IDP intervention areas

Matrix 4: IDPS intervention area							
	Sector-wide	ECCE	Primary	Secondary	HE	TVET	NFE
Analytical Dimensions							
Access and Equity							
Quality							
Sector Management							
Finance							
Monitoring and Evaluation							
Cross-cutting Issues							
Teacher Policies							
Gender							
Sustainable Development							
HIV/AIDS							
Statistics and Information Management							
Aid Effectiveness							
Coordination Mechanism							
One UN							
Global Partnership for Education							

By comparing Matrix 4 with Matrices 2 and 3, cell-by-cell, one can analyse how the IDPs help to address the gaps, issues and needs identified in Matrix 2, in terms of each sub-sector, analytical dimension and cross-cutting issue. Secondly, one can examine how well the IDP interventions complement or supplement the government decisions and actions listed in Matrix 3. Thirdly, this stage enables one to identify any education sub-sectors, analytical dimensions and cross-cutting issues that have been neglected by the government or other IDPs. These can be marked for further review and possible UNESCO interventions.

To the extent possible, the performance of IDP interventions should also be analysed in terms of relevance, efficiency and effectiveness in addressing the gaps, issues and needs identified in Matrix 2. This can be done by reviewing programme and project implementation and evaluation reports as well as by discussing the interventions with the relevant IDP and the government counterparts. Such analysis can help to identify opportunities for UNESCO to provide appropriate additional technical support and to build partnerships.

For example, information and insights can be noted in the relevant cells regarding any coordination among the donors in supporting a specific sub-sector, as well as any uncoordinated donor duplications and gaps resulting from limited donor support.

In sum, Matrix 4 should contain information on:

- Past (if relevant), ongoing and planned interventions or support to education by IDPs.
- Assessment of the relevance, efficiency, effectiveness, impact and sustainability of support.
- Any existing initiatives for aid effectiveness (coordination of IDPs, etc).

For more information on modalities of international cooperation in education, refer to Annex 1 in Volume 1 of this handbook.

Example

After collecting information on IDP interventions in Country X, Mildred begins filling out Matrix 4. She begins with the major IDPs in the education sector and in the *Access and Equity/ED Sector* and *Quality/ED Sector* cells she adds:

- The Asian Development Bank is the major donor in education and is currently implementing the Basic Education Sector Development Programme 2010-2015 to expand equitable access to education and to improve the quality of school education, particularly lower secondary education.

Since the programme focuses particularly on lower secondary education, Mildred continues to add a few relevant details about the initiatives and their perceived effectiveness in the *Access and Equity/Secondary* and *Quality/Secondary* cells, together with a link to the Programme Plan.

After finalizing the matrix and chain-analysing Matrix 2 to Matrix 4, Mildred notices that the *Gender/Secondary* cell is empty in Matrix 4, although there is a clear issue relating to gender inequality noted in the corresponding cell of Matrix 2. She therefore makes an additional note in the *Gender/Secondary* cell:

- Access is being improved mainly through supporting the establishment of community schools, but IDPs have failed to address existing gender disparities.

Mildred also notices that many of the aid effectiveness cells are empty, indicating that little donor coordination is taking place.

3.5 Matrix 5: UNESCO's past and present support in education

Analysis of UNESCO's past and present programme support in the country is similar to mapping IDP interventions. The main difference lies in a greater degree of detail and a better insider understanding of the relevance, efficiency, effectiveness, impact, sustainability and limitations of UNESCO support.

Table 6: Matrix 5: UNESCO's past and present support in education

Matrix 5: UNESCO's past and present support in education							
	Sector-wide	ECCE	Primary	Secondary	HE	TVET	NFE
Analytical Dimensions							
Access and Equity							
Quality							
Sector Management							
Finance							
Monitoring and Evaluation							
Cross-cutting Issues							
Teacher Policies							
Gender							
Sustainable Development							
HIV/AIDS							
ICT							
Statistics and Information Management							
Aid Effectiveness							
Coordination Mechanism							
One UN							
Global Partnership for Education							

Following the same approach as for Matrices 2 to 4, information can be added to the corresponding cells in Matrix 5. If possible, try to obtain the views of key national counterparts about the performance of UNESCO interventions in terms of relevance, efficiency, effectiveness, impact and sustainability, and add these views to the corresponding cells.

The information in Matrix 5 can then be compared with those in the previous matrices in order to see how well UNESCO's actions complement and/or supplement government and IDP interventions in addressing the issues and needs identified in Matrix 2. It will then be possible to identify mismatches and remaining gaps, and to examine causes, issues and possible solutions.

Especially important is the information on how UNESCO has been, and is, cooperating with other IDPs in aid coordination, SWAp, the Global Partnership Initiative, and with other UN agencies in Delivering as One under the One UN, by education sub-sectors and analytical dimensions. Such information can help to define and develop better coordination and cooperation with other IDPs when programming and implementing future UNESCO priorities.

TIP

Information on past and current UNESCO programme actions in the country can be extracted from records, documents, reports and financial statements that are available at field offices, regional bureaus (RBs) and HQ. Additional details about the performance of these UNESCO actions, and the lessons learned, can be extracted from UNESCO internal implementation reports, evaluation reports and records.

Specific information to be entered in Matrix 5 include:

- Details on UNESCO support in the country, in relation to the analytical dimensions, cross-cutting issues and sub-sectors.
- Assessment of the relevance, efficiency, effectiveness, impact and sustainability of support.
- Any past or existing cooperation with other IDPs on education-related programmes or projects.

Example

UNESCO support in Country X has primarily been focused on basic education, TVET, sector management and EFA coordination. Mildred enters the relevant information in Matrix 5. For example, in the *Sector-wide/ED Sector* cell she enters:

- Between 2010-2011, UNESCO worked to strengthen national capacities for evidence-based sector policy formulation and results-based education planning and management at all levels, through a series of workshops.
- It was suggested by officials and UNESCO staff that the training did not sufficiently target local levels of the Ministry of Education due to the limited capacity of UNESCO in terms of funds and qualified trainers.
- Further training is urgently needed and UNESCO cooperation with IDPs has been discussed, but this remains a relatively unexplored option.

Mildred adds all the relevant sources and marks the cell red, meaning urgent, after which she makes sure to also enter information on UNESCO's current activities. In the *Sector-wide/TVET* cell she enters:

- UNESCO is currently undertaking a TVET Policy Review in Country X, aiming to identify key policy issues in need of attention (supported by CapEFA). The review was requested by the government as a basis for reform of the undeveloped TVET sector.

Mildred marks the cell orange, meaning *more information required*, in order to highlight that this topic needs further attention when information on the TVET review becomes available.

4. Programming UNESCO future priorities

The final and most important step of the process of analysis is to set UNESCO future priorities (Step 6).

As discussed in section 3.2 of this volume, the systematic step-by-step analysis of the matrices will lead to the identification of remaining gaps in education. In the web-based tool, the chain-analysis is facilitated by the linking (concatenation) function which groups together information by education sub-sectors, analytical dimensions, cross-cutting issues and aid effectiveness for matrices 2 to 5. To enhance analysis, it is possible to not only link the four matrices together, but to also link just two or three matrices at a time. In addition, any colour-marking will be visible in the linked view so that decisions can be made regarding the importance or urgency of a particular issue, and it is possible to easily identify which issues need more information.

By means of chain-analysis and comparisons of the recorded needs and actions taken (see Section 3.2), one can distinguish between several scenarios for future programming. These are illustrated in Table 7 and are explained below.

Table 7: Scenarios for programming

Scenarios for programming	Achievements, issues and needs and/or contextual factors affecting education	National education policies/ strategies/plans	IDPs intervention areas	UNESCO past/ present support
A	√			
B	√	√		
C	√	√	√	
D	√	√	√	√

SCENARIO A

Analysis of country context, issues and needs in education (Matrix 1 and 2) has revealed issues in need of attention. Matrices 3-5 indicate that these were not addressed in national education policies and plans or by IDPs or UNESCO support – Review the issues and needs, and discuss with government and IDP counterparts, including local UNESCO staff, about why the gap exists and has not been addressed. Get their views regarding whether something should, and can, be done. If yes, further consultation with counterparts is required on how best to go about this. If the government is positive about tackling this sub-sector, analytical dimension or cross-cutting issue, and is prepared to provide adequate political and resource commitment, UNESCO can foresee initial support to assist the government in defining appropriate strategies and action plans for mobilizing budgetary and/or IDP support.

SCENARIO B

In this case, Matrices 4 and 5 show that neither UNESCO nor the IDPs have supported government actions in a specific sub-sector and/or analytical dimension – Find out and analyse why this has happened and whether government actions were sufficient to address needs and, if not, whether this sub-sector and analytical dimension fits into UNESCO's mandate, functions and priorities. Carefully examine the capacity of both in-country partners and UNESCO (i.e. the FO itself and support from the RB and HQ), before consulting and exploring with the government and relevant IDPs about opportunities for cooperation in addressing this sub-sector, analytical dimension or cross-cutting issue.

SCENARIO C

Matrix 5 indicates that UNESCO has not taken any action in the past and is not presently taking any action regarding the sub-sector and analytical dimension – First examine whether the needs identified have been successfully addressed by government and development partners and therefore do not require UNESCO support. If there still appears to be shortcomings, assess carefully whether this is within UNESCO's overall mandate, functions and priorities, and as to whether UNESCO can mobilize appropriate expertise and resources to make a difference in addressing the identified gaps, issues and needs. Next, consider whether or not UNESCO support will truly bring value in this area. If the answers are all "yes", investigate how such expertise and resources can be mobilized before discussing the matter with the government and IDPs and programming actions to join them in tackling the issue. If any of the answers to these questions is "no", continue to observe related developments until new opportunities arise.

SCENARIO D

When a sub-sector has been clearly and consistently identified in Matrices 1 to 5 as a priority, and when actions have been planned and/or taken by the government, IDPs and UNESCO in addressing the issues and needs – Programming of UNESCO future actions may take into account: (a) what has and has not already been addressed in terms of analytical dimensions and cross-cutting issues; (b) how many of these actions have been successfully implemented; and (c) what UNESCO can do to contribute to addressing the remaining gaps in terms of adding value and making use of UNESCO's comparative advantages (see below).

A simple way to set UNESCO future priorities would be to focus on an identified Scenario A, i.e. an issue has been identified but has not gained any attention from the government, IDPs or UNESCO. Unfortunately, as shown by the other three scenarios listed above, programming is often more complex than this. There are several other factors to take into account, such as:

- Certain issues or needs in education can have a domino effect and/or be relevant to several sub-sectors, analytical dimensions and cross-cutting issues, and hence, of greater priority than a stand-alone issue.
- Actions taken by counterparts to address a crucial issue may not have been successful.
- The political, social or cultural context of the country may not be favourable to addressing a specific issue at this time.
- An issue may be so complex that it is not within the capacity of UNESCO to respond to it at that specific time.
- UNESCO's comparative advantages and/or established functions may not correspond to the specific issue.
- UNESCO may not have technical and/or financial capacity to respond at the specific time.

UNESCO's five key functions

- Laboratory of ideas
- Clearinghouse
- Standard-setter
- Capacity-builder in Member States
- Catalyst for international cooperation

To sum up, it is important to properly analyse and assess the information gathered according to the identified scenarios and the advice given above. UNESCO's programme support may focus on a specific sub-sector, analytical dimension and/or cross-cutting issue where there is a perceived gap. If both the sub-sector and analytical dimension happen to fall within UNESCO's comparative advantages and established functions, this can be an opportunity for UNESCO to demonstrate its role and provide effective support to both the government and the people in the country in terms of improved education access and quality. It also provides an opportunity for UNESCO to uphold aid effectiveness principles and to generate or strengthen partnerships with other IDPs.

UNESCO's comparative advantages

- Sector-wide mandate
- Broad education sector perspectives and experiences
- Coordination of major world programmes such as EFA, to which countries have made commitments, including decade-long commitments such as the United Nations Literacy Decade and the Decade of Education for Sustainable Development
- Direct access to education ministries and their policy-makers
- Rich information and knowledge resource base
- Technical know-how in specific fields
- Worldwide and regional expert networks

Example

During the process of gathering, organizing and finally chain-analyzing the information, several gaps have become evident to Mildred. One of these is the lack of initiatives to promote female enrolment in secondary education, a situation that well corresponds to Scenario A, in which no particular measures have been taken by the government, IDPs or UNESCO. Despite the fact that the government, with support from IDPs, is establishing community schools to increase access to education, no particular initiatives have been taken to promote female enrolment. After identifying this important gap, Mildred follows up by asking herself some questions:

Why is this issue prominent in Country X?

Mildred reads about the issue and discovers that there is a cultural perception in Country X, in which are considered to be needed at home to help out with household chores. Moreover, parents in Country X do not feel that it is important for girls to get an education. This perception is fuelled by a reluctance to send children to school, especially when it entails children travelling long distances in unsafe environments. Further research could help reveal other underlying factors.

Is it a priority issue?

Mildred finds information on the issue that indicates that this is a priority issue. Promoting gender equality in education is an investment with high returns. When girls are educated, livelihoods are improved and civic responsibility enhanced.

Is it an issue that UNESCO should respond to?

Mildred looks at UNESCO's areas of activity and confirms that promoting gender equality in education is a core part of UNESCO's work.

Is it an issue that UNESCO can respond to?

Mildred analyses the information available and finds that UNESCO's capacity to respond depends on the proposed response. UNESCO has both the knowledge and the capacity to promote gender equality through advocacy in the local communities in Country X. UNESCO does not have the capacity to assist in building new community schools in order to further improve access for girls. But UNESCO can support in terms of planning gender-responsive actions from a sector-wide education development perspective.

Are there opportunities for cooperation with government and/or IDPs?

Mildred has found in her research that there are several NGOs engaged in advocacy work in the country that UNESCO could cooperate with in order to gain local knowledge and effectively reach the local communities. There is also potential for government involvement. But, due to lack of resources, IDP support might be needed.

4.1 Matrix 6: Programme results matrix

After careful analysis of the gaps, and following the scenarios above, the selected programme priorities should be organized into the Programme results matrix (Matrix 6).

The programme details that should be inserted under each column of the matrix are in accordance with those specified in the UNESS Guidance Note.

Table 8: Matrix 6: Programme results matrix

National education outcome	UNESCO proposed actions	UNESCO output	Partners (names and roles)	Indicative costs (USD)
<p>Outcome 1:</p> <p>State a country priority outcome that the FO proposes to support for its achievement (the timeline could be: either the current year to synchronise with UNESCO Medium-Term Strategy or other targets or timelines you deem relevant in light of national plans and development partner programmes, e.g. UNDAF).</p>	<p>Describe the actions to be carried out by UNESCO within the new biennium in order to achieve the development outcome of the national education plan(s). This description could include information about the indicative modalities.</p>	<p>Formulate concrete outputs expected as result of the UNESCO action and, if possible, the corresponding targets of the national education plans.</p>	<p>State one or more key beneficiaries AND partner institutions affected by the action(s), as well as their roles.</p> <p>Include international multilateral and/or bilateral agencies to partner or coordinate with for carrying out the action(s), as well as their respective roles.</p>	<p>Estimate the financial resources required to carry out the action(s) in terms of core resources (Regular Programme), Additional.</p>
<p>EXAMPLE COUNTRY X:</p> <p>Outcome 1:</p> <p>Promote female enrolment in secondary education</p>	<p>Undertake a field study for deeper understanding of why girls do not enrol in secondary education, aimed at informing UNESCO, the government and other stakeholders.</p> <p>Design and implement an advocacy campaign on the importance of education for girls, targeting local communities.</p>	<p>A knowledge base on factors limiting female enrolment in Country X.</p> <p>Increased awareness in local communities of the importance of education for girls.</p>	<p>National:</p> <p>MoE</p> <p>International:</p> <p>NGO X</p> <p>IDP X</p>	<p>Consultant for field study: \$5,000.</p> <p>Advocacy campaign: \$50,000.</p>

Programming of expected UNESCO outputs and related priority actions must in the first place consider aligning with the medium-term C/4 period and the biennial C/5 cycles, indicating which government outcomes and specific development gaps in education UNESCO aims to support, and the outputs to deliver in the medium and shorter-term periods. To this end, consideration should be given to how best synchronize UNESCO interventions with national policy and planning cycles, to which UNDAF and One UN Plans correspond, where applicable. Existing UNESCO programme priorities, defined under Scenario D in Section 3.2.4 above, can be more concerned with 2-year or even shorter periods, whereas those under Scenarios A-C may adopt a medium to long-term perspective.

5. Resource estimation and mobilization

Before finalizing UNESCO programming, the feasibility of the proposed actions must be carefully considered, including the projected funds and other resources needed for implementation. To realistically estimate and specify these resources, the UNESCO field offices may consider the following:

- Using the UNESCO Regular Programme budget, where amounts can be estimated on the basis of previous allocations to the FOs.
- Using existing UNESCO extra-budgetary projects such as CapEFA and support from various Funds-in-Trust.
- Consulting the government in defining programme actions for UNESCO HQ and RBs to help generate additional extra-budgetary support.
- Using a programming document (such as a UCPD) to mobilize additional resources from the government (mainly in middle-income countries) and other IDPs and to define programme actions for partnership in supporting their implementation.
- Incorporating the priority UNESCO programme actions into the One UN plan or UNDAF to tap into One UN funding.

Government endorsement of the proposed UNESCO programme priorities is encouraged for mobilizing partnership and support within UNESCO and with other IDPs. Astute use of the UNESCO Regular Programme budget allocations and extra-budgetary funding to leverage additional inputs and cooperation from both the government and IDPs can help to more effectively implement meaningful programme actions and create greater impact.

6. Summative discussion

This handbook responds to lessons learned in the Regional Evaluation of UNESS performed by UNESCO Bangkok in 2010.⁷ The evaluation suggested a need for practical guidance for UNESCO FOs in carrying out education sector policy analysis and programming in UNESCO Member States in a consistent and efficient manner.

The approach taken in this handbook is based on a set of matrices, as described above, which form the centerpiece of the methodology to construct the Programme Results Matrix (Matrix 6). These matrices operationalize the sector policy analysis and programming process in a practical and systematic way and lead to evidence-based identification of UNESCO programme priorities. An added advantage of this approach is that the chain of matrices can continue to be updated and upgraded to help build a rich Education Sector Information Base for each country. Additional information, documentation and views gathered by FO staff during ongoing discussions with government and IDP counterparts and informed experts can be used to contribute to this updating and upgrading process.

Over time, this information base can embody a historical record of the changes in policies, strategies, issues and needs within the education sector and sub-sectors, and about actions taken, institutions and persons involved, outcomes, views and lessons learned. This information base will represent the collective wisdom of all those involved, while continuing to be used and updated even if staff members change positions or move on.

Reminder

In order to keep the matrices concise and prevent them from becoming unwieldy, care must be taken to keep the information in the matrices short, simple and practical. Effort should be made to:

- Avoid dumping detailed information into the cells.
- Incorporate only the most relevant and significant information.
- Make full use of the possibilities to add sources and links, and to colour-mark.
- Regularly delete obsolete information or move to separate linked databases.
- Continuously update and prune the matrices.

In time, this information base may become one of the key references to help not only UNESCO but also the government, other IDPs and broader education stakeholder groups in defining policies, strategies and plans, and in managing the further development of education in the country. The method and tools used by UNESCO can be adapted for use by central and provincial government and IDPs to analyse the education sector, identify gaps, issues and needs, review policies, strategies and plans, and define future actions.

⁷ UNESCO Bangkok: Regional Evaluation of UNESCO National Education Support Strategies (UNESS) - Final Report. Bangkok, December 2010.

Annex 1

Education policy analysis and programming matrices

Matrix 1: Country content and implications for education

Contextual factors	Sectorwide	ECCE	Primary	Secondary	HE	TVET	NFE
Geography and Demography (e.g. terrain; roads; waterways; remote areas/districts/islands, climactic zones; deserts/jungles; population pyramid; gender; age-groups; ethnic groups; urban/rural; migration; etc.)							
Social and Cultural Contexts (e.g. social structure; regional/ community/family patterns; welfare; social exclusion; mobility; changes; quality of life; ethnicity; languages; religions; customs; cultural practices; events, phenomena; etc.)							
Economy (e.g. economic growth; main productive/service sectors; changes in structure of economy; employment; poverty and wealth distribution; standards of living; etc.)							
Political Context (e.g. political system; political processes; ideologies; government; legislation; political changes; decentralisation; etc.)							
Others (e.g. environment; disasters; external influence, spread of ICT etc.)							

Matrix 2: Achievements, issues and needs in education

	Sector-wide	ECCE	Primary	Secondary	HE	TVET	NFE
Analytical Dimensions							
Access and Equity							
Quality							
Sector Management							
Finance							
Monitoring and Evaluation							
Cross-cutting Issues							
Teacher Policies							
Gender							
Sustainable Development							
HIV/AIDS							
ICT							
Statistics and Information Management							

Annex 1

Education policy analysis and programming matrices

Matrix 3: National education policies, strategies and plans

	Sector-wide	ECCE	Primary	Secondary	HE	TVET	NFE
Analytical Dimensions							
Access and Equity							
Quality							
Sector Management							
Finance							
Monitoring and Evaluation							
Cross-cutting Issues							
Teacher Policies							
Gender							
Sustainable Development							
HIV/AIDS							
ICT							
Statistics and Information Management							

Matrix 4: IDP intervention areas							
	Sector-wide	ECCE	Primary	Secondary	HE	TVET	NFE
Analytical Dimensions							
Access and Equity							
Quality							
Sector Management							
Finance							
Monitoring and Evaluation							
Cross-cutting Issues							
Teacher Policies							
Gender							
Sustainable Development							
HIV/AIDS							
ICT							
Statistics and Information Management							
Aid Effectiveness							
Coordination Mechanisms							
One UN							
Global Partnership for Education							

Annex 1

Education policy analysis and programming matrices

Matrix 5: UNESCO'S past and present support in education

	Sector-wide	ECCE	Primary	Secondary	HE	TVET	NFE
Analytical Dimensions							
Access and Equity							
Quality							
Sector Management							
Finance							
Monitoring and Evaluation							
Cross-cutting Issues							
Teacher Policies							
Gender							
Sustainable Development							
HIV / AIDS							
ICT							
Statistics and Information Management							
Aid Effectiveness							
Coordination Mechanisms							
One UN							
Global Partnership for Education							

Scenarios for programming	Achievements, issues and needs and/or contextual factors affecting education	National education policies/ strategies/ plans	IDPs intervention areas	UNESCO past/present support
A	✓			
B	✓	✓		
C	✓	✓	✓	
D	✓	✓	✓	✓

Annex 2

Key contextual factors affecting education policies

Geography

A country's geographical context can affect access of children to primary schools and access by youth to higher levels of education. Factors such as large distances between communities, hilly terrain, islands, deserts, jungles, wetlands, etc., together with a lack of roads and/or means of transportation can limit access to education. Difficult climatic conditions (high levels of dust, extreme cold and extreme heat, heavy snow, etc) can also affect access to education and the quality of education. Climatic factors can particularly affect the operation of ICT (e.g. excessive dust and extreme cold can damage computers) and can therefore affect access to distance learning.

Regarding geography, the most important information to be noted in the cells in the corresponding row of Matrix 1 relates to how the country's terrain (for example distance, mountains, desert, jungles and/or islands) and climate affect education as a whole and how these affect each sub-sector. It may be noted, for example, that difficult terrain and heavy snowfall in winter can pose difficulties and delays in building and maintaining educational institutions (schools, centres, etc), and can limit access to school by learners and pose issues in the deployment of teachers. Some factors affect each education sub-sector in different ways and to differing degrees. For example, the distance and the time of travel from home to school can potentially affect primary-aged students more than students at higher levels of education, and can affect teenage girls more than teenage boys. The regions, provinces and districts most affected by geographical and climatic factors, as well as the scale of the impacts of these factors should be recorded in the matrix cell(s).

Demography

Analysis of demographic factors begins by examining the distribution and density of population across the country territory so as to assess the potential needs for education. More detailed analysis of the population pyramid,⁸ which shows the size of the population by sex and by age-group, when compared with data on enrolments by age and sex at different levels of education, can reveal discrepancies and disparities in school participation for the country as a whole and separately for urban and rural areas, as well as between provinces and between districts.

Population pyramids can further indicate the capacities needed at different levels of education to accommodate out-of-school children and youth as well as generations in the future. Additional information on the size, locations and characteristics of ethnic or linguistic minority populations and other disadvantaged population groups, including the poor and migrants,

⁸ See explanation of population pyramids here: Wikipedia. Population Pyramid. http://en.wikipedia.org/wiki/Population_pyramid

can further inform education policies and plans. Basing policies and plans on such information can ensure education opportunities and curricula correspond to the learners' needs and situations. The degree of concentration of the population in urban centers or rural areas, and the phenomenon of migration within the country and abroad, are factors that should also be taken into account in planning and managing the education system and specific sub-sectors.

Culture

It is well-known that cultural factors such as ethnicity, languages, religions, customs, practices and events can exert considerable influence on people's perceptions of, access to, and eventual learning achievements in present-day education systems. Key information on the size, location, and sex-age composition of the various ethnic, linguistic and religious population groups, and issues related to their participation in education, can be inserted into corresponding cells in the row "Culture". Specific customs and cultural practices can influence the organization of education and the way people access it. For example, early marriage and the practice among some groups of withholding teenage girls from attending secondary and higher levels of education, can also be noted in the relevant cells.

Society

Closely linked to cultural factors are the ways in which families, communities (including castes and tribes) and societies are organized and function in a country, and how they interact. The coverage of formal and informal welfare and social safety nets, such as subsidies to poor families, scholarships and other measures to address social exclusion; social mobility; and social changes; together with their respective impacts on education provision and participation, are additional elements that can be noted in the cells corresponding to the "Social" factors.

Economy

Economic factors to be considered include the relative sizes of the major productive and service sectors and the changes that are occurring in the structure of the national economy. These factors should be examined in terms of how they affect demand for labour and employment, and what types of education and training are required in the country. Information on the degree of disparity between the rich and poor and geographical distribution of wealth across the country and among different population groups, and the way this influences participation in education, are additional factors that can be recorded in the cells for "Economy" in Matrix 1.

Politics

With respect to political factors, information can be inserted regarding the country's political ideologies, system and processes, and how they directly or indirectly influence the organization, contents, methods and functioning of the education system and its sub-sectors. Information on how the government, and particularly the ministry of education, is structured and operates, as well as how the legislative and judiciary powers govern, support and manage the national education system, can provide a useful reference for identifying

gaps, issues and future actions. The role played by civil society, NGOs, associations and the private sector in promoting and supporting various levels and aspects of education can also be concisely described in the cells in the row “Political”, with links to more detailed documents and information sources.

Other factors

Contextual factors included in the “Other” category can vary from country to country. These can, for example, include environmental factors relating to pollution and natural resource shortages that affect school operations and learners (for example, a lack of clean drinking water affects student health and therefore often reduces their participation in education). “Other” factors can also be disasters such as floods, droughts, earthquakes, volcanic eruptions and tsunamis, which devastate areas of human habitation and disrupt schooling. “Other” factors can also include armed conflict and terrorist threats, which displace the population and learners in the conflict zones. The level of ICT infrastructure and level of access to ICT in the country is another factor that can be included in the “Other” category. Greater access to ICT can exert a positive impact on access to education, and the use of ICT in education can improve the quality of education. The factors listed here (environmental factors, disasters, conflict, and ICT) are among the many factors that can be considered when analysing the country context and the implications of that context for education.

What are key education policy and management concepts?

How can an education system be analyzed?

The education sector can seem vast and complex to analyse. Volume I of this handbook proposes a systematic and structured method that facilitates analysis of education policy and programmes. This version (Volume II) presents a step-by-step guide to conducting a full education activity programming, supported by an online tool.

How can critical policy areas be identified?

What is a sector-wide approach to education?

What are key modalities for cooperation?



United Nations
Educational, Scientific and
Cultural Organization

UNESCO Bangkok
Asia and Pacific Regional Bureau
for Education

Mom Luang Pin Malakul Centenary Building
920 Sukhumvit Road, Prakanong, Klongtoey
Bangkok 10110, Thailand
Email: epr.bkk@unesco.org
Website: www.unesco.org/bangkok
Tel: +66-2-3910577 Fax: +66-2-3910866