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***GUIDELINES AND INDICATORS ADOPTED TO FORMULATE
A STRATEGY FOR ERP IN CROATIA***

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Objectives:

- Present and discuss the guidelines and indicators that must be adopted to formulate a strategy for ERP: the case of Croatia
- Obtain feed back from participants for adjustment of guidelines and indicators
- Identify the gaps in terms of indicators and data needed to monitor education in rural areas

Introduction

Priority actions adopted by FAO – SDRE/Education Group:

- FAO actions in education must address as a priority basic learning needs of rural people
- At national level the first action must be the formulation of a national strategy of education for rural people
- To formulate a strategy, it was necessary to define specific guidelines and indicators for the review of education in rural areas
- SDRE/Education Group recently has started such activity in the Balkans
- Upon a demand from the Government of Croatia, FAO-REUP Office requested SDRE to formulate a strategy for ERP as part of an overall strategy for rural development.
- The following guidelines have been used for the review of education in rural areas in Croatia and will be used for the formulation of recommendations to improve education in rural areas
- Due to the fact that formulation of strategy for ERP is very recent and monitoring of implementation of ERP strategy has not yet started, the guidelines that follows must be seen as:
 - A working document
 - A first step before the definition of a mechanism to monitor and evaluate the implementation of a strategy for ERP
- In most of countries, **existing statistics on education are not sufficient to fill in indicators for education in rural areas adopted below.** This situation does not

prevent finding a way to obtain relevant data for education in rural areas by census or survey. Such a specific survey should be a part of the formulation of a strategy or as a measure to implement as soon as possible.

1. Formulation of a strategy for education for rural people

1.1 Three main concepts

The formulation of a strategy for rural people refers to three main concepts

Source: Education for rural development and food security. Addressing global changes. FAO and IIEP-UNESCO, 2002, First draft.

1.1.1 Basic education

Basic education (BE) is the foundation for lifelong learning and human development on which countries may build, systematically, further levels and types of education and training. However, **in developing countries, a majority of the rural population does not go beyond basic education.**

BE is a necessary **prerequisite** for social and economic development

BE aims to meet basic learning needs as defined in the World Declaration on Education for All (see definition for basic learning needs)

BE comprises:

- Early childhood care and pre-primary education
- Primary schooling and sometimes lower secondary
- Alternative programs for children with limited or no access to formal schooling
- A wide variety of formal and non-formal public and private educational activities offered to meet the defined basic learning needs of young people and adults, such as:
 - Literacy in mother tongue
 - Skills training and formal and non-formal education programmes in health, nutrition, population, agricultural techniques, the environment, science, technology, family life, including fertility awareness, and other societal issues
 - Traditional means, libraries, television, radio and other media can be mobilized to realize their potential towards meeting basic education needs of all

Target groups of basic education:

- The population undergoing compulsory education (i.e. children in 1st to 8th grade) and,
- People who abandon or who cannot attend compulsory schooling within the formal education system

Why focus on basic education?

Research shows that:

- Basic education affects the productivity of small landholders and subsistence farmers immediately and positively, and that a farmer with four years of elementary education is, on average, 8.7 per cent more productive than a farmer with no education¹
- Farmers with more education get much higher gains in income from the use of new technologies and adjust more rapidly to technological changes²
- The provision of more and better basic educational services in rural areas such as primary education, literacy and basic skills training can substantially improve productivity and livelihoods³

Diagram for Basic Education: See Annex 1

1.1.2 Basic learning needs (BLN) comprise both essential learning tools (such as literacy, oral expression, numeracy, and problem solving) and the basic learning content (such as knowledge, skills, values, and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning.

BLN are covered by basic education

1.1.3 Education for rural people (ERP) envisages a broad educational approach to meet effectively and equitably the basic learning needs of rural children, out-of-school youth and adults, in the perspective of reducing rural poverty.

ERP is broader than agriculture education. ERP includes pre-primary, primary, lower secondary, lower vocational education and adult programs with the goal of equipping rural dwellers for on and off farm employment and increasing their level of wellbeing.

ERP contributes to rural development and well-being, including food security, health, employment, protection of the environment, and management of natural resources.

In brief, education for rural people:

¹ "The single best measure of basic education impact on economic development, however, is the additional productivity of workers or farmers with more education over those with less. Productivity measures show directly the effect education has on the capacity to produce, and, hence on the potential to increase economic output. A survey done for the World Bank on 18 studies that measure the relationship in low-income countries between farmers' education and their agricultural efficiency (as measured by crop production) concluded that a farmer with four years of elementary education was, on average, 8.7 per cent more productive than a farmer with no education. The survey also found that the effect of education is even greater (13 per cent increase in productivity) where complementary inputs, such as fertiliser, new seeds or farm machinery, are available". Martin Carnoy: *The Case for Investing in Basic Education*. UNICEF, New York 1992, p. 26, 34 and 41.

² Idem 1

³ Farmers with little land are highly risk averse, in general, because they have so little flexibility. For them, the difference between a good harvest and a bad one can be the difference between subsistence and hunger. Those small-scale farmers with higher levels of education, however, even with a few years difference in schooling, are better able to adapt innovations to local conditions and therefore more likely to assume risks in changing production techniques." Beatrice Edwards, *Rural Education and Communication Technology*, paper presented at the First Meeting on the Integration of Agricultural and Rural Education in the Americas; Washington D.C. August 25-27.

- Put priority on basic education
- Does not exclude any education subject
- Replace the ancient concept: agriculture education
- Concerns children, youth and adults from rural areas

1.1.4 Other definitions useful for the formulation of a strategy: see annex 1

1.2 Analytical scheme

Previous to the formulation of a strategy, for each of level/type of education, the analysis goes through a collection of information regarding:

- Access and enrolment in rural areas
- Quality of education in rural areas
- Institutional capacity of the education system in rural areas

	Access and enrolment	Quality	Institutional capacity
Pre-primary	X	X	X
Primary	X	X	X
Lower secondary and vocational	X	X	X
Special programs and adult education	X	X	X

ERP Analysis and ERP strategy formulation must relate to existing or on-going:

- EFA plan
- Education policy and strategy
- Agriculture and rural development policy and strategy

1.3 Indicators needed to fill in to formulate a strategy

1.3.1 Pre-primary

Indicators	Total (Whole country)	Rural areas
Gross enrolment ratio, pre-primary ⁴		

⁴ *Gross enrolment ratio, pre-primary.* Total enrolment in education preceding primary education, regardless of age, expressed as a percentage of the population age group corresponding to the national regulations for this

Example of other data needed for pre-primary:

Access:

- Comparison between map of population density and map of places available in crèches and kindergarten
- Access to crèches and in rural areas kindergarten

1.3.2 Primary

1.3.2.1 Indicators and information needed for access and enrolment

Indicators	Total	Rural areas
Population age 6-14 ⁵ ratio		
Apparent intake rate, primary education ⁶		
Gross enrolment ratio in primary ⁷		
Gross enrolment ratio in primary for Male		
Gross enrolment ratio in primary for Female		
School life expectancy ⁸		

Other information needed for access:

- Map of primary-school infrastructures
- Comparison map of population density and map of primary-school infrastructures
- Average distance to primary schools in rural areas
- Availability of school bus in rural areas
- Status of school buildings in rural areas
- Provision of lunch at the school

1.3.2.2 Indicators and information needed for quality

Indicators	Total	Rural areas
% of repeaters ⁹		

level of education.

⁵ Population age 6-14 expressed as percentage of the population 15-64.

⁶ *Apparent intake rate, primary education*: Number of new entrants into first grade of primary education, regardless of age, expressed as a percentage of the population of official admission age to primary education.

⁷ *Gross enrolment ratio* The gross enrolment ratio is the total enrolment in primary education, regardless of age, divided by the population of the age group which officially corresponds to primary schooling.

⁸ The school life expectancy, or expected number of years of formal education, is the number of years a child is expected to remain at school, or university, including years spent on repetition. It is the sum of the age-specific enrolment ratios for primary, secondary and tertiary education.

⁹ Total number of pupils who are enrolled in the same grade as the previous year, expressed as a percentage of

Percentage of a cohort reaching Grade 5 ¹⁰		
Pupils/teacher ratio primary ¹¹		
Percentage of female teachers in primary ¹²		
Number of teachers (all levels) per thousand population		

Indicators for curricula and text books

- Importance of aspects of life and economy of rural areas in curricula
- Relevancy of these aspects with regards to the social and economic reality of these areas
- Availability of time within the school hours to give value and to learn about local culture and traditions
- Current stereotypes (positive and negative) proposed by textbooks about rural people life style and status

Other information needed for quality of education in rural areas

- Revision of curricula for both primary/compulsory school according to the definition of basic learning needs
- Results of pupils from rural areas in national tests and exams
- Availability and quality of pedagogical equipment and materials in rural areas
- Availability of land for eventual school garden activities. Use of this land for pedagogical or production activities
- Teacher recruitment procedure. Initial training and profile of teacher. Relevancy of this profile for teaching in rural areas
- Teacher allocation procedures. Consequences to quality of teaching in rural areas
- Teaching methods generally applied in rural areas. Consequences to quality of teaching
- System currently operating for evaluation of pupils
- Training of teachers and managers: Access, frequency, availability of subjects related to specificities of teaching and managing a school in rural areas

the total enrolment in primary education.

¹⁰ *Percentage of a cohort reaching Grade 5.* Percentage of children starting primary school who eventually attain Grade 5

¹¹ *Pupil-teacher ratio.* This ratio represents the average number of pupils per teacher at the level of education specified. For secondary education the ratio refers to general education only.

¹² The number of female teachers, at the level specified, expressed as a percentage of the total number of teachers at the same level. For secondary education, the data refer to general education only.

- Evaluation system for teachers in rural areas
- Salary and incentives for teachers in rural areas:
 - Comparison with average salary in the country
 - Availability of salary and non salary incentives for teaching in rural areas
 - Necessity for teachers to leave the school during school hours for collecting salary or for other matters. Time consumed due to this situation.

1.3.2.3 Indicators and information and other data needed for Institutional capacity

- Organization chart of the Ministry of Education
- Institutional levels and entities involved in the system and their role
- Monitoring and evaluation of the whole basic education system
- School management system generally operating in rural primary schools
- Access and support provided to rural schools by the academic local or regional administrations

Indicators for public and private enrolment and expenditure on education

	Total	Rural areas
Private enrolment as percentage of total enrolment (primary and secondary) ¹³		
Public expenditure on education as percentage of GNP %		
Average annual growth rate of public expenditure on education		
Current expenditure per pupil (or student) for pre-primary and primary (USD)		
Current expenditure per student for secondary (USD)		
Current expenditure per student for tertiary (USD)		
Current expenditure per pupil (or student) as a percentage of GNP per capita ¹⁴ .		

Policy, strategy and plan of action currently operating and foreseen for education and specifically compulsory education

Legal acts and regulations on education. Consequences for education for rural people

Status of Education for All Plan (EFA) in the country and relation of the EFA with below-listed strategy/plans

¹³ Enrolment in private schools, at the level specified, expressed as a percentage of the total enrolment at the same level. Government-aided schools are considered as private if they are privately managed. For secondary education, data refer to general education only

¹⁴ Public current expenditure per pupil (or student), at each level of education, expressed as a percentage of GNP per capita

Specific governmental policy, strategy plan/sub-plan concerning:

- Compulsory education
- Vocational education
- Rural areas
- Remote areas (islands, mountains)
- Specific regions such as legally designated “special areas” and war-torn areas
- Out-of school children
- Illiterate adults or adults for which BLN have not been covered
- Other specific population (disable people, marginalized groups...)

1.3.3 Special programs, non-formal and informal education addressing basic learning needs

1.3.3.1 Indicators for literacy, culture and communication

Indicators	Total	Rural areas
Estimated number of illiterate population ¹⁵		
Estimated total illiteracy rate ¹⁶		
Estimated Female illiteracy rate		
Daily newspapers ¹⁷		
Radio and television receivers ¹⁸		
Personal computers per thousands inhabitants ¹⁹		
Internet hosts per 100000 inhabitants ²⁰		

¹⁵ Estimated number of adult illiterates (15 years and over), in thousands, and the percentage of female illiterates.

¹⁶ *Estimated adult illiteracy rate.* Estimated number of adult illiterates (15 years and over) expressed as a percentage of the population in the corresponding age groups

¹⁷ Estimated circulation of daily newspapers, expressed in number of copies per 1,000 inhabitants.

¹⁸ Number of radio and television receivers per 1,000 inhabitants. The indicators are based on estimates of the number of receivers in use.

¹⁹ *Personal computers:* Estimated number of self contained computers designed to be used by a single individual, per 1,000 inhabitants.

²⁰ Number of computers with active Internet Protocol (IP) addresses connected to the Internet, per 100,000 inhabitants.

1.3.3.2 Special programs addressing basic learning needs

Target groups and areas	Providers (who? where?)	Beneficiaries (Types, numbers, geographical origin)	Types of training (residential, distance learning, lecture, field demonstration, debate, etc)	Main topics/contents	Other information such as, duration of program/courses	Access to these programs for rural people and quality aspects
Out-of school children						
Illiterate adults or adults for which BLN have not been covered ...						
Remote areas (islands, mountains)						
Other specific population (disable people, marginalized groups...)						

1.3.3.3 Programs for farmers and others people from rural areas

Extension service

Other programs for farmers and/or their family members

Other programs for children, youth and adults from rural areas

1.3.4 Secondary and vocational

1.3.4.1 Access and enrolment

Indicators	Total	Rural areas
Percentage of a cohort reaching end of compulsory school		
Gross enrolment ratio in secondary ²¹		

Examples of other data is needed for access:

- Map of secondary school infrastructures and fields
- Comparison map of population density and map of primary-school infrastructures
- Comparison map of fields and map of economical activities

1.3.4.2 Quality

Similar information and indicators as for primary

1.3.4.3 Institutional capacity

Similar information and indicators as for primary

²¹ The gross enrolment ratio is the total enrolment in secondary education, regardless of age, divided by the population of the age group which officially corresponds to secondary schooling.

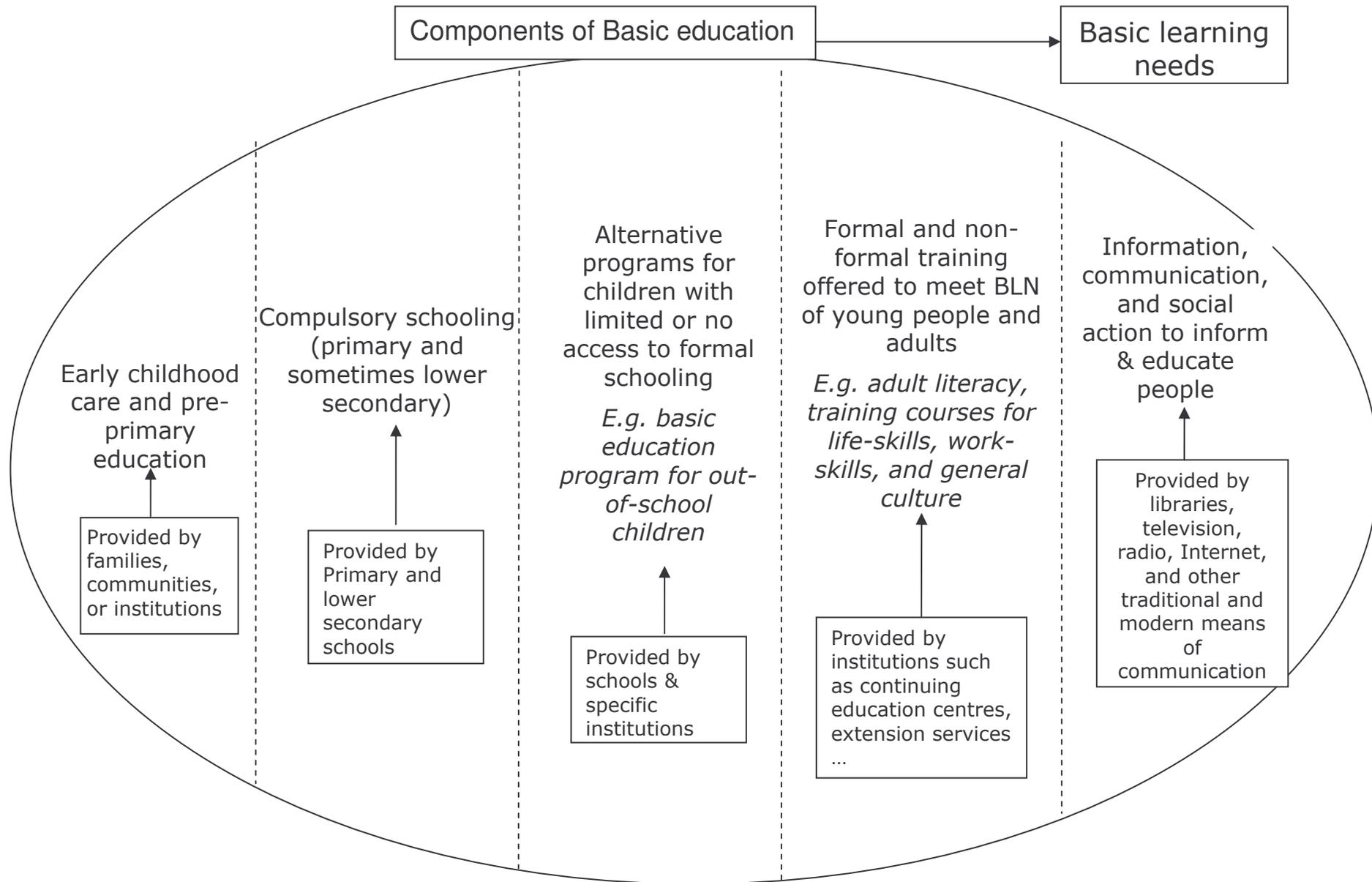
2. Mechanism and indicators for monitoring the implementation of a strategy of ERP

As previously mentioned, due to the fact that formulation of strategy for ERP is very recent and monitoring of implementation of ERP strategy has not yet started, a specific mechanism and indicators to monitor and evaluate the implementation of a strategy for ERP still need to be defined. The definition of such a mechanism and indicators should:

- Include all levels/types of education addressing basic learning needs for rural people
- Provide for each level necessary information for access, quality and institutional capacity
- Measure progress and achievements against objectives at a given date

Level/Type of Education	Category	Objectives		Indicators
			Date	
Pre-primary	Access and enrolment			
	Quality			
	Institutional capacity			
Primary	Access and enrolment			
	Quality			
	Institutional capacity			
Etc				

3. Diagram Components of Basic education



Annex 1 Definitions

Basic education: see text point 1.1

Basic learning needs: see text point 1.1

Education for rural people: see text point 1.1

Non-formal education and informal education

Non-formal education is defined as “any organized and systematic educational activity ... aimed at providing certain types of education to specific population groups, adults as well as children”.

Non-formal education may take place both within and outside educational institutions, and may cater to persons of all ages. Depending on country contexts, it may cover educational programmes to impart adult literacy, basic education for out-of-school children, life-skills, work-skills, and general culture. Non-formal education programmes do not necessarily follow the 'ladder' system, may have varying durations, and may or may not confer certification of the learning achieved.

By contrast, *informal learning* is not structured or organised by any institution, but occurs through everyday interactions with the environment that offer new information and insights, e.g. through conversation, reading, radio and television broadcasts.

In a non-formal education the learner controls the object of his education and the institution (the teacher) controls the methods and means of education. Informal education is the reverse of non-formal education. In a formal education the institution controls everything: subject, methods and means of education.

(EDUCATION FOR RURAL DEVELOPMENT AND FOOD SECURITY. Addressing global changes, Introduction p.3. FAO and IIEP-UNESCO, 2002.)

Rural

Although there is a common understanding of what is rural, an universal definition does not exist. In an effort to better capture the concept of rurality some authors used a multi-criteria approach, defining rural areas as:

- a space where human settlement and infrastructure occupy only a small share of the landscape;
- natural environment dominated by pastures, forests, mountains and deserts;
- settlements of low density (about 5-10,000 persons);
- places where most people work on farms;
- the availability of land at a relatively low cost;
- a place where activities are affected by a high transaction cost, associated with long distance from cities and poor infrastructures (Ashley and Maxwell, 2001).

Ashley, C. , Maxwell, S. 2001, Rethinking Rural Development. Development Policy Review, 2001,19 (4) : 365-425 – Blackwell Publishers – ODI

OECD criteria: Rural areas refer to communities with a population density below 150 inhabitants/km²

EUROSTAT criteria: “rural” refers to sparsely populated area, less than 100 inhabitants/km². “Urban” refers to densely populated area, more than 500 inhabitants/km². “Intermediate” areas => between.

Rural development

Rural development in the refined definition would encompass agriculture, education, infrastructure, health, capacity-building, for other than on-farm employment, rural institutions, and the needs of vulnerable groups.

(EDUCATION FOR RURAL DEVELOPMENT AND FOOD SECURITY. Addressing global changes, Introduction p.3. FAO and IIEP-UNESCO, 2002.)

Strategy

In the context of the formulation of a strategy for education for rural people, the word strategy refers to a hierarchy of problems and, to solve these problems, a hierarchy of objectives and scheduled activities in order to ensure that the education system contributes to rural development (Patrick Gautier, The Agriculture Education and Training System in Cambodia: a strategy for improvement, MAFF, Phnom Penh June 2001).