

TORINO PROCESS 2012

KYRGYZSTAN



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CONTENTS

EXECUTIVE SUMMARY	2
A. VISION FOR VET SYSTEM DEVELOPMENT	5
B. EXTERNAL EFFICIENCY: ADDRESSING DEMOGRAPHIC, SOCIO-ECONOMIC AND LABOUR MARKET NEEDS	7
C. EXTERNAL EFFICIENCY: ADDRESSING SOCIAL DEMANDS FOR VET AND PROMOTING SOCIAL INCLUSION	13
D. INTERNAL QUALITY AND EFFICIENCY OF INITIAL AND CONTINUING VET DELIVERY	20
E. GOVERNANCE AND FINANCING OF THE INITIAL AND CONTINUING VET SYSTEM AND INSTITUTIONAL CAPACITIES FOR CHANGE	25
ANNEXES	30
ABBREVIATIONS	39
BIBLIOGRAPHY	40

EXECUTIVE SUMMARY

Key institutional and policy developments

The Kyrgyz Republic has been undergoing a period of radical change at institutional level since the summer of 2010. The country has been transformed into a parliamentary democracy with a newly elected parliament, a new government and a new president. The role of civil society has been strengthened and new ministerial structures have been established. The pace of reform for all sectors, including education and training, was affected by this long period of change.

A new education development strategy to cover the period between 2012 and 2020 (Education Development Strategy 2012-2020, known as EDS 2020) was adopted in March 2012. This is the first education strategy to cover the entire sector, including both initial and secondary vocational education and training (VET). It is also the first to set development priorities and define targets for these priorities. In terms of content, EDS 2020 maintains the focus on quality and access introduced by previous policies, but has a stronger emphasis on inclusion. In terms of VET, there is an additional emphasis on labour market relevance and more interaction with employers. In the education system as a whole, a shift towards results-based management is expected. This will include the introduction of per capita financing.

While these developments within EDS 2020 are positive, there are no signs yet of closer interaction between initial and secondary VET, despite a convergence of priorities for reforming the two sub-sectors.

The establishment of a national council for the development of professional skills in March 2012 may be a first step in initiating inter-ministerial cooperation on VET but also in strengthening social partnership in general and employers' involvement in particular.

Education system challenges and developments

As in previous years, the education and training sector is a key priority for the country. This is demonstrated by the steady rise in expenditure from 6.5% of gross domestic product (GDP) in 2007 to 7.1% of GDP in 2011. The sector accounts for 22% of government expenditure. While the GDP percentage is high by international standards, this occurs in a context where 30% of the population was under the age of 15 in 2010. Expenditure per student as a percentage of GDP is therefore low. Teachers' salaries account for most of the education budget and very few resources are allocated to the teaching process. A key development during 2011 was the increase in and reform of teachers' salaries, which had a positive impact on attracting new staff to the system.

The country's overall educational attainment has improved over the years. Nevertheless, the quality of education provision, especially at basic education level, remains a key concern following the poor outcomes of PISA 2006 and 2009 and the 2007 national sample-based assessment. As no new nationwide assessments have been carried out since then, it is impossible to say whether reform implemented since then has had a positive impact. One of the consequences of poor education quality, combined with high poverty levels and other socio-economic challenges, is drop-out at all education levels, including at basic education level. To date, little has been done to explore or understand this problem. Apart from students dropping out, the decision by a rising number of students to leave the education system after basic education, and thus without relevant skills for the labour market, is also a cause for concern.

Challenges facing VET and developments in the area

Socio-economic challenges and challenges arising from poor education quality at basic education level particularly affect initial VET (IVET). IVET has a strong social mandate. It typically serves the lower income population segments and constituencies requiring special support. The system maintains a comprehensive network of schools in both urban and rural areas. However, the quality of education offered by the various schools differs considerably. IVET provision in rural areas and the capacity of schools to support local populations with skills development and rural regeneration thus continues to be a challenge.

IVET has an increasing number of potential clients: those who do not complete basic education (IVET is the only available pathway for such students) and those who leave education after the basic level. Increasing numbers of people also require retraining due to economic change and a tense labour market situation. IVET has responded to the demands of this latter group by developing short courses. These are provided on a fee-paying basis, making them out of bounds for many. To date, few new developments have been initiated to cater for those who have left education.

Both IVET and secondary VET (SVET) have placed greater emphasis on more and better interaction with employers in recent years. This work also involved the central level (the VET Agency), but only at IVET level. Greater employer involvement has been a positive development for both sides. VET schools and the central level still lack easy-to-use tools supporting a systematic gathering of information and evidence. Interaction with employers is often ad hoc due to limited experience and knowledge of work processes and ways of working together productively.

Budgetary spending by VET schools continues to be highly regulated. The same level of regulation also applies to income generated by schools. Schools therefore have few incentives to increase their efficiency. IVET schools in particular have little motivation to attract more full-time students. While the introduction of per capita financing is planned for 2013, VET school management teams have not yet received any training to prepare them for the upcoming changes.

In-service training provision for IVET has been very limited in recent years and does not exist at all for SVET. An important development is the remodelling of the former IVET in-service training centre as the Republican Scientific Methodological Centre. The centre is expected to provide flexible and accessible in-service training. It will also serve as a resource centre and a hub for the dissemination of innovative practices developed in the framework of many donor-funded IVET projects in recent years.

VET and the labour market

The labour market is influenced by a number of factors. These include changes in the sector composition of the economy, a shift away from agriculture towards services, a slowdown in economic growth since 2010 and an important informal sector. Combined with strong demographic pressure (those aged between 15 and 29 years account for 31% of the population), this has led to a situation where the economy has been unable to absorb the existing workforce for many years. This has resulted in rising unemployment, especially among young people, and internal and international migration. Remittances represented 14.6% of GDP in 2011.

Employment prospects are particularly poor for people with low educational attainment. People without basic education or who only have basic education are in a worse situation. This segment is most likely to work in a family environment or in informal employment and to opt for migration. IVET graduates are as successful as SVET and higher education graduates in finding employment, though mainly in the informal sector. Informal employment is more unstable than formal employment and those in informal employment are more likely to drop back into unemployment and/or family work.

Employment opportunities in rural and urban environments differ markedly, with many fewer opportunities for formal or non-family related work in rural environments.

Equity and access

Legislation and policy documents provide ample entitlement to free education for all citizens, especially those with special needs and disabilities. In practice, various groups face barriers, as demonstrated by their actual participation in the different education levels. Overall, the education system does not support social mobility.

In IVET, the number of students without basic education seems to have remained stable while the overall number of students in this category is constantly rising. Only 209 students with a disability were enrolled in IVET in 2012. Female participation was less than 30%. The IVET sub-sector plans to address these issues within the framework of EDS 2020 but will require support to achieve its goals.

To date, access has not been a consideration for SVET. A gender imbalance can also be noted in this sub-sector, with female students making up 58% of the student body. No figures could be obtained on the participation of disabled students or special arrangements for students from poor families.

Rural areas represent a challenge for VET. SVET colleges are located mainly in urban environments. In addition, they provide very limited coverage of subjects pertinent to the agricultural sector. More than 60% of IVET schools are located in rural environments. They face a particular challenge in adapting to the socio-economic conditions and offering education and training that is relevant to small-scale farming and self-employment. While many pertinent short courses have been developed, these are typically offered on a fee-paying basis.

Three key challenges and possible priorities

The operationalisation of social partnership approaches at all levels, resulting in tangible support for the development of the VET system and a better understanding of the labour market, remains a challenge. The establishment of the national skills council represents an important step. However, it relies heavily on the input that sectoral councils are expected to provide and they do not seem to be well prepared to provide this input. So far, social partnership-related developments seem to focus mainly on labour market needs. There is limited consideration for inclusion and equity.

A second challenge concerns the availability and use of data and other evidence to better understand the system and monitor the progress of the priorities outlined in EDS 2020 and the corresponding action programmes. At the public administration level, data tends to be used to 'administer' the system, rather than to monitor and support development. Resources available for this purpose are extremely limited and public administration staff lack experience. At national level, no research capacity for VET seems to exist. Data collection for new types of surveys (transition surveys, tracer studies, employers' surveys) has been facilitated by donor support (often at considerable cost) and local private sector organisations. Little systematic work has taken place so far to explore which types of data and evidence collection could be developed so that this can become a sustainable national exercise.

A third challenge is the provision of systematic and extensive staff development for managers and teaching staff at VET schools. Planned reforms on quality control and assurance, financing and new content can only be implemented if schools can cope with the reforms and play an active part in them.

The challenges facing IVET and SVET are broadly similar. To date, the two sub-sectors have not cooperated in examining possible joint approaches to address the challenges. A joint approach should be adopted. Otherwise, both sides risk not having enough resources to deal with the many challenges.

A. VISION FOR VET SYSTEM DEVELOPMENT

Important changes have happened at country level since work started on a first Torino Process report in the spring of 2010. A new constitution was adopted, leading to the establishment of a parliamentary system. A new parliament was elected, a new government was constituted, ministerial structures were reorganised and the involvement of civil society was strengthened. This process took 18 months and followed a period of acute crisis. Such fundamental changes have understandably had an impact on the pace of reform, as the long period of uncertainty also affected the capacity to take firm decisions.

EDS 2020 was finalised and adopted on 23 March 2012. In terms of content and vision, EDS 2020 maintains the emphasis on quality and access proposed in previous strategies (for example, the Country Development Strategy 2009-2011, the Education Development Strategy 2007-2010, the Strategic Development Programme for the Professional and Technical Education System to 2011, draft versions of EDS 2020 prepared in late 2008). While previous documents covered VET, emphasising mainly higher education challenges, EDS 2020 covers IVET and SVET more systematically. For both sub-sectors, quality is defined in terms of labour market relevance, the employability of graduates and enhanced interaction with employers. EDS 2020 attaches more importance to access for vulnerable groups and - for the first time - people with special needs and disabilities, although this is mainly at basic education level. In VET, only IVET considers improved access for vulnerable groups and gender equality.

Compared to previous strategic documents, EDS 2020 makes important progress in three areas. Firstly, it is the first education strategy to encompass the whole education system, even though two different ministries are responsible for VET. Secondly, it not only outlines the many challenges and problems, it also sets priorities and targets. These are defined in more general terms for the whole period covered by the strategy and in more detailed terms in action programmes. These programmes cover a three-year period and are developed for each sub-sector of the system. The first action programme runs from 2012 to 2014. The Ministry of Education and Science and the Ministry of Youth, Labour and Employment (responsible for IVET) are accountable to parliament and must report on progress. Finally, EDS 2020 is the first education strategy to be subject to relatively extensive consultation, involving not only the social partners and civil society organisations but also practitioners. This approach resulted in changes to the strategy. Adult education was included as a separate sub-sector, for example.

While these are positive changes, coordination and cooperation between ministries must be improved. EDS 2020 covers both IVET and SVET but the two ministries developed the corresponding sections and action programmes completely independently of one another. The priorities of these two VET sub-sectors are converging more and more. There is a strong focus on enhancing the labour market relevance of VET. There is also a strong emphasis on strengthening the capacity, efficiency and effectiveness of VET providers. However, this has not led to cooperation between the ministries. Given the limited financial resources (both national budget funding and donor support) and human resources, the ministries should work together. This would benefit both IVET and SVET. This cooperation could begin with the development and use of analytical tools (such as sector analysis, transition and tracer studies, employers' surveys). It could also aid capacity building for VET providers with regard to management-related issues, including the use of analytical tools and the elaboration of development plans for schools and colleges.

Inter-ministerial cooperation is also limited in the Kyrgyz Republic's medium-term development programme (dated 8 September 2011), which runs from 2012 to 2014. Education appears as a separate priority and only the elements that are the responsibility of the Ministry of Education and

Science are covered. Education and training are not considered as supporting elements for the other priorities. While lack of competitiveness, low labour productivity and a generally worsening quality of labour resources (all challenges on which VET can have a positive impact) are identified as key problems for the programme (p. 1), no VET-related actions are envisaged for any of the 'national projects'. These projects are intended to serve as drivers for economic and labour market developments. One minor exception to this is the reference in point 28 to the involvement of higher education in the high-technology park. The same can be said to apply to priorities in the social sphere (points 73 and 74). VET could represent an integral part of the enhanced support to be provided to children in difficult situations and people with disabilities/special needs.

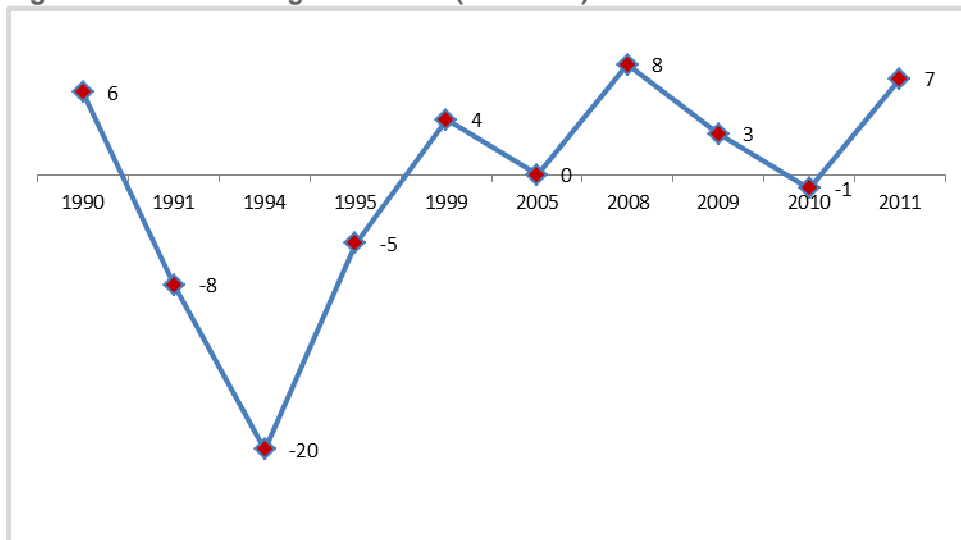
A national council for the development of skills was set up on 23 March 2012. This represents an important step in overcoming the existing fragmentation. The council is chaired by the vice prime minister in charge of social issues and includes seven key ministries. It is tasked with the coordination of state bodies as well as other stakeholders with an interest in VET.

B. EXTERNAL EFFICIENCY: ADDRESSING DEMOGRAPHIC, SOCIO-ECONOMIC AND LABOUR MARKET NEEDS

Economic development

After a long period of contraction and stagnation after independence, the Kyrgyz Republic's GDP started to grow in 2003 and subsequent years (see Figure B.1). With the exception of 2005, growth rates were positive until 2010, ranging between 8% (2008) and 3% (2009). In 2010, GDP fell by 1%, mostly as a result of the violent clashes in the south of the country. The economy there was badly affected and suffered from large-scale shop closures and internal migration to the capital, Bishkek. The initial negative effects of the global crisis, on the other hand, have been relatively mild for the Kyrgyz Republic. Although imports and remittances declined substantially in 2009, real GDP continued to grow thanks to agriculture, construction and telecommunications (World Bank, 2009).

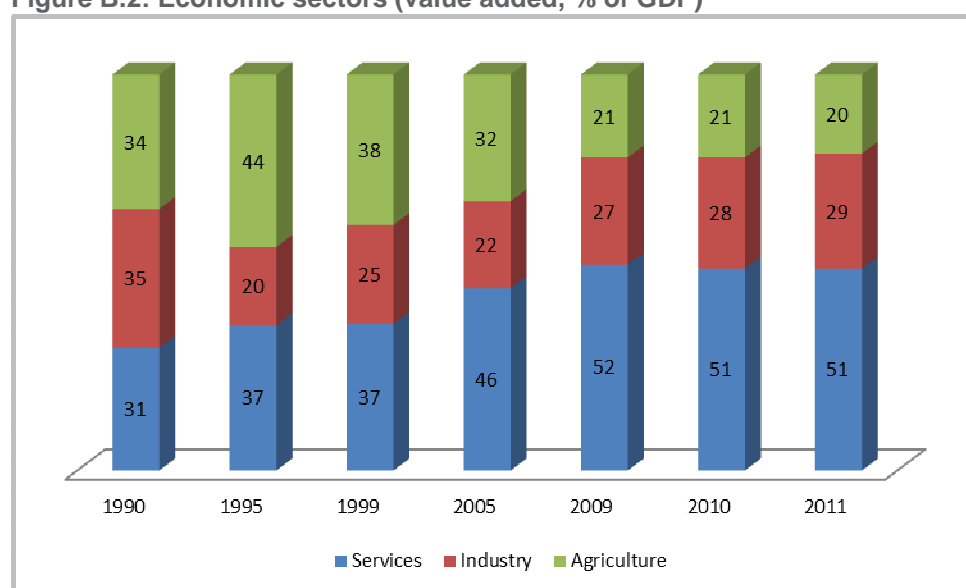
Figure B.1: Economic growth rates (annual %)



Source: World Bank, World Development Indicators (<http://databank.worldbank.org>)

The transition from planned to market economy resulted in large overall welfare losses for the Kyrgyz Republic. Taking population growth into account, Kyrgyz citizens are currently still worse off than they were immediately after independence. In constant prices, the Kyrgyz Republic's GDP per capita in 2010 was below that of 1991, which makes the Kyrgyz Republic one of the poorest countries in Central Asia and the Commonwealth of Independent States (CIS). While industry was just about the largest sector in 1990, it was the least important sector by the mid-1990s. It has made a comeback in recent years (see Figure B.2). Agriculture, on the other hand, became the most important sector in the 1990s when overall GDP reached an all-time low. Recent years have seen a decline in the importance of agriculture and an ever-growing dominance of the service sector.

Figure B.2: Economic sectors (value added, % of GDP)



Source: World Bank, World Development Indicators (<http://databank.worldbank.org>, accessed on 20/08/2012)

Agriculture represented 31% of all employment in 2010 (National Statistical Committee of the Kyrgyz Republic, 2011). Existing evidence from individual *oblasts* (administrative divisions) suggests that self-employment and/or subsistence agriculture accounts for most of this employment (State Committee for Migration and Employment, 2007). From a low of 18% in 2005, employment in industry increased to 21% of all employment in 2010 (NSC, 2011). This is mainly due to growth in construction employment and an increase in manufacturing and mining employment.

The service sector has become the most important source of employment in the Kyrgyz Republic. It accounted for almost 48% of all employment in 2010 (NSC, 2011). The bulk of this is in trade: retail outlets, bazaars and small owner-run shops and kiosks. Employment in hotels and restaurants, finance, real estate and housekeeping has also increased in recent years. Apart from education, employment in the public service has declined.

Migration is a fact of life for many people in the Kyrgyz Republic. The number of Kyrgyz citizens living abroad reached 620 700 in 2010, equivalent to 11.2% of the Kyrgyz population (World Bank, 2011). Most of those who emigrated over the last decade were manual workers, mainly from rural rather than from urban areas. They leave the Kyrgyz Republic to work in agriculture, construction or trade, predominantly in the Russian Federation, Kazakhstan or other CIS countries. This type of emigration is often seasonal or temporary in nature – migrants return at regular intervals to their homes and families in the Kyrgyz Republic. As a result of the large-scale migration, remittances play an important role in many families and in the overall economy of the Kyrgyz Republic. They have been even more important since the mid-2000s when significant numbers of people in rural parts of the Kyrgyz Republic started to migrate abroad regularly in order to earn an income for their families at home. In 2010, the net inflow of remittances accounted for 14.6% of Kyrgyz GDP (World Bank, Migration and Remittances Data (<http://data.worldbank.org/data-catalog/migration-and-remittances>; accessed on 13 April 2012).

Employment and unemployment

In 2010, the overall activity rate was 64% and the employment rate was almost 59% (see Table B.1). A significant gender gap exists, with much lower rates for women than for men. Almost three-quarters of all employment took place in the informal sector. In urban areas, every second job was informal; in

rural areas, four out of five jobs were informal. For men, three out of four jobs were in the informal sector. For women, it was slightly less: two out of three jobs were organised informally.

Table B.1: Activity rate, employment rate, unemployment rate and share of informal employment of 15 to 64-year-olds, 2010

	Economic activity rate	Employment rate	Unemployment rate	% of employment which is informal
Men	76.6	70.7	7.7	75.4
Women	52.3	47.1	9.9	64.5
Urban	61.8	55.1	10.9	54.8
Rural	65.5	60.6	7.4	79.4
Total	64.2	58.6	8.6	71.0

Source: National Statistical Committee of the Kyrgyz Republic (2011), Employment and Unemployment, Bishkek

The overall unemployment rate in the Kyrgyz Republic was 8.6% in 2010 (8.2% in 2008). Again, a gender gap exists and the unemployment rate for women is higher than for men. The unemployment rate is higher in urban than in rural¹.

Transition from school to work

The European Training Foundation (ETF) conducted a transition study in 2011/2012 to examine how successful the age cohort of 15 to 29-year-olds were in finding their way into the labour market after leaving education (comprehensive ETF report to be published in 2013)². The group of 15 to 29-year-olds comprises 1.64 million Kyrgyz people (National Statistical Committee of the Kyrgyz Republic, 2010). Accounting for 31% of the entire Kyrgyz population, this age group makes up a significant part of the population. When added to the number of people below the age of 15, more than 60% of the Kyrgyz population are under the age of 30.

Table B.2 shows the current activity status of the 15 to 29-year-olds as captured in the ETF transition survey. Overall, just under 40% of young Kyrgyz people are in employment. The share of employed people is especially low in rural areas, for women and for those with lower educational attainment. The corollary of this is that a high percentage of people are engaged in unpaid household work. This may involve taking care of children, looking after crops and livestock or performing general housekeeping tasks. Household work is the dominant activity status in rural areas, among women and for those with low educational attainment. The share of unemployment among graduates of IVET is also high and

¹ Official unemployment numbers come from a survey of 5.000 households that the National Statistical Committee conducts half-yearly. The methodology is not strictly in line with ILO methodology, international comparability is thus limited. Results from a survey conducted by the Ministry of Labour in 2006 suggests that unemployment could be as much as double as high as indicated by the numbers of the National Statistical Committee (according to the survey conducted by the Ministry of Labour, the unemployment rate for 2006 was 16.5% while the official number was 8.3%). The number of those counting as registered unemployed is again different and much lower even than the official numbers from National Statistical Committee. Registering as unemployed is synonymous to being eligible for (the very low) unemployment benefits (of min. 250 KGS [ca. 4€], max. 800 KGS [ca. 13€], paid for a maximum of 12 months). Registering as unemployed is legally possible only if (arable) land ownership is less than 500qm. This means that a large majority of people is not eligible for unemployment benefits and is thus not counted as officially registered unemployed as almost all families own some small piece of land. The data given by the National Statistical Committee is the most comprehensive, however, and is thus the only one that allows for comparison over time and across groups.

² The ETF transition study had 2,100 respondents. The target population consisted of the 15 to 29-year-olds who had already left education (but no longer than six years ago). Stratified random sampling was used, reflecting the 2009 census data and ensuring the representativeness of the target group with respect to regional distribution and the urban/rural divide. Interviews took place in December 2011/January 2012.

they are more likely to be engaged in household work than in any other activity status. SVET graduates, in contrast, fare significantly better and are predominantly in employment, as are higher education graduates³.

Overall, the share of currently unemployed people is 17%, resulting in an unemployment rate of 20%⁴. This is higher than the 13.7% unemployment rate for the group of all 15 to 29-year-olds in 2010 (calculated by the ETF based on data provided by the National Statistical Committee for 2010; National Statistical Committee of the Kyrgyz Republic, 2011). Unemployment among men is higher than among women. Those with secondary general education and with initial VET have the highest share of unemployment; those with post-secondary VET or higher education have the lowest share. Unemployment is also comparatively low for those with basic general education or less. However, inactivity seems to be the alternative route taken by both of these latter groups. They have retreated completely from the labour market and are not/no longer even looking for employment.

Table B.2: Current activity status, 15 to 29-year-olds (%).

		Employed	Unem- ployed	Household work	Inactivity	Total
Education	Basic general (ISCED 2) and less	29	15	38	18	100.0
	Secondary general (ISCED3A)	30	21	35	14	100.0
	Initial VET (ISCED 3C / 4)	43	22	23	12	100.0
	Post-secondary VET (ISCED 5B)5	61	13	20	5	100.0
	Tertiary (ISCED 5A)	64	13	17	6	100.0
Gen.	Men	48	21	21	10	100.0
	Women	33	14	39	14	100.0
Sett.	Rural	34	19	36	11	100.0
	Urban	51	15	19	15	100.0
Total		40	17	30	13	100.0

Source: ETF transition study in the Kyrgyz Republic 2011/2012 (ETF, forthcoming)

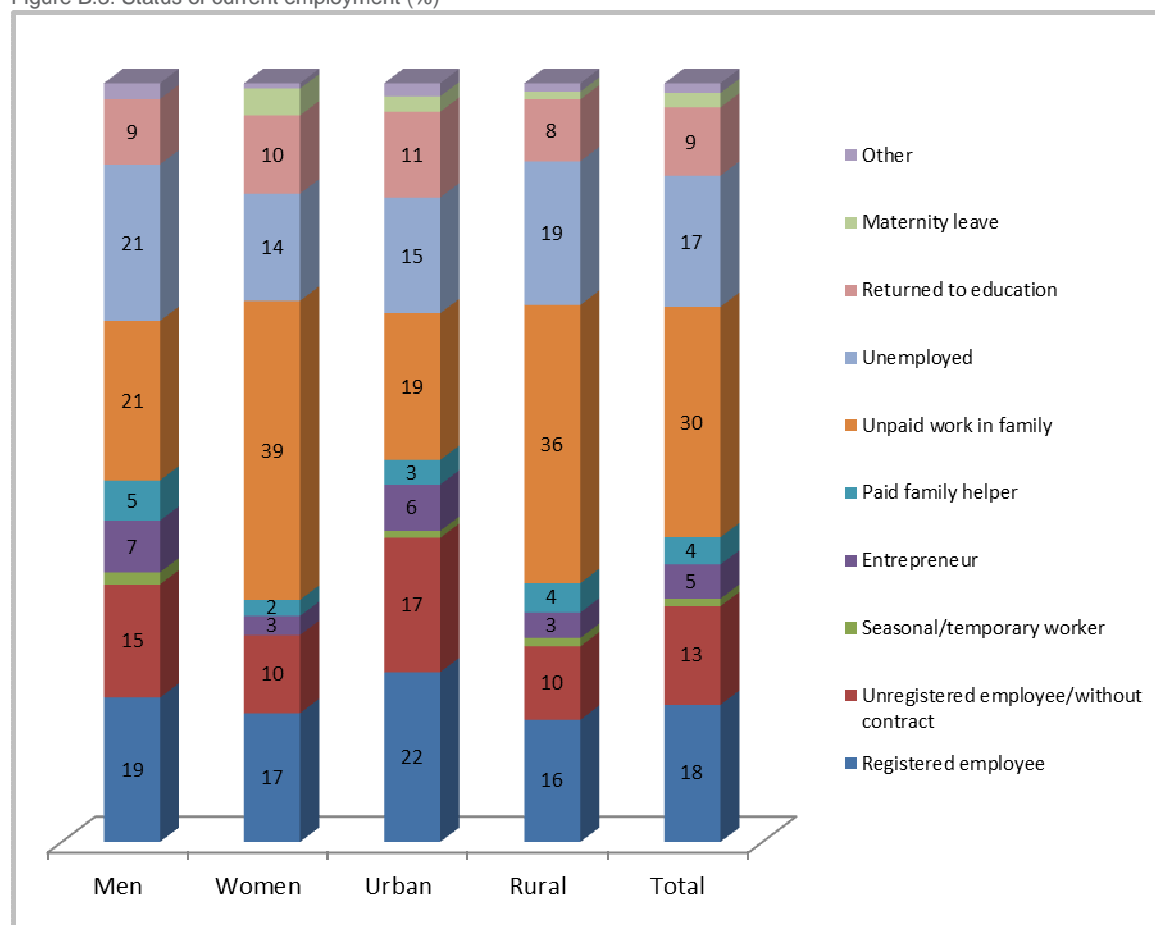
Figure B.3 shows that only 18% of all respondents are in registered employment (formal employment), 13% are in unregistered employment and/or work without a contract (informal employment), 5% are entrepreneurs and another 5% work are in other forms of employment (paid family helper, seasonal/temporary work). Thus, of all young labour market entrants, less than a fifth found their way into steady formal employment. The rest take up less formal and less secure (although not necessarily less well-paid) positions on the labour market, work in the household or are unemployed or inactive.

³ It is important to note that IVET graduates are about as successful in finding a first job after graduation as SVET and higher education graduates are; however, they are also more likely to slip back into unemployment (see also below; for more details see the *ETF transition study in the Kyrgyz Republic 2011/2012* (ETF, forthcoming).

⁴ The unemployment rate is calculated as the number of unemployed as a share of all those economically active. Considering household work as being economically active, and excluding the inactive, an overall share of 17% in unemployment translates into an unemployment rate of 20%. Excluding both the inactive and those engaged in household work, we would arrive at an unemployment rate of 30%.

⁵ The Kyrgyz national equivalent to ISCED 5B is 'secondary VET' (Среднее профессиональное образование на базе основного общего образования).

Figure B.3: Status of current employment (%)



Source: The ETF Transition Study in the Kyrgyz Republic 2011/2012 (ETF, forthcoming 2012)

The insecurity of employment for many young Kyrgyz people becomes apparent when we compare the first job of respondents with their current activity status. For most young Kyrgyz who had found a first job after graduation, this first job was in the informal sector in the form of unregistered employment (43%). Fewer had managed to find a first job in the formal sector in the form of registered employment (32%). These two segments of employment have significantly different characteristics. Almost two-thirds (64%) of those who had been in informal employment in their first job had lost or left this job at the time of the interview. Many of them were currently unemployed or had moved on to work with the family. In contrast, the overwhelming majority of those who found a first job in the formal sector still had this job: 77% of them were still in the same registered job which was their first job. Those working in the informal sector are thus faced with considerably more employment instability than those employed in the formal sector. Most IVET graduates found their first job in the informal sector. Their current activity status is therefore more precarious than that of their peers with SVET or higher education, who are the most likely to enter registered employment (ETF)⁶.

The ETF transition study shows that young Kyrgyz people face multiple difficulties in entering the labour market. The lack of productive employment, especially in rural areas, leads many school graduates to work within the family or forces them into unemployment. Some take the alternative route of migrating abroad or to Bishkek or other urban areas. Overall unemployment is high. A large share of graduates enters the labour market through the informal sector, where their employment prospects

⁶ The ETF transition study in the Kyrgyz Republic 2011/2012, ETF, forthcoming

are unstable. Women are much more likely to remain outside the labour market than their male peers, although their educational attainment is stronger overall. IVET graduates are successful in entering the labour market. However, they face a high risk of unemployment and are more likely to do unpaid work within the family compared to other graduates.

C. EXTERNAL EFFICIENCY: ADDRESSING SOCIAL DEMANDS FOR VET AND PROMOTING SOCIAL INCLUSION

Although student numbers in VET have been increasing consistently since 2006, VET does not represent the first choice of students and their families. They opt more frequently for general secondary education, followed by higher education. Important differences can be noted within the two VET levels (initial VET and secondary VET). While enrolment in full-time IVET courses has been relatively stable since 2008, the number of students in SVET has increased by over 40% during the same period.

Enrolment in education by level and programme – total (public and private)	2006	2007	2008	2009	2010	2011
Pre-school education	59 156	62 823	68 031	75 955	85 236	98 706
General education	1 095 242	1 080 061	1 053 668	1 036 834	1 018 868	1 015 172
of which						
primary (grades 1-4)	17 879	16 903	9 774	8 861	8 674	8 409
basic (grades 5-9)	37 907	38 881	33 554	33 303	32 822	34 374
secondary (grades 9, 10-11)	1 036 368	1 021 193	1 007 379	991 692	974 448	969 314
schools for children with special needs	3 088	3 084	2 961	2 978	2 924	3 075
IVET Primary vocational education	29 319	28 835	29 993	31 010	31 225	31 032
SVET Secondary professional education	40 254	43 413	48 991	59 555	64 287	72 323
Higher professional education	236 929	250 460	243 028	233 605	230 379	239 208

Source: National Statistical Committee of the Kyrgyz Republic (<http://www.stat.kg/stat.files/din.files/education/5030104.pdf>, accessed on 28 August 2012)

The increase in demand for SVET can be explained to some extent by the better opportunities for transition to higher education. Higher education is the sub-sector that has expanded most dramatically since independence. In 1991, approximately 12 000 students were enrolled in higher education; by 2011, the figure had risen to 239 000. While both IVET and SVET can provide a route into higher education, SVET provides more privileged access. SVET graduates may enter the second or even third year of higher professional education in their area of specialisation through so called “accelerated programmes”. This means that they bypass the general entrance examination procedures and save both study years and tuition fees. Of the existing 122 SVET colleges, 46 were integrated into higher education institutions, clearly supporting a smooth transition.

Despite the fact that IVET can also provide access to higher education, it is often seen as a second choice by parents and students. The image of IVET is influenced by many factors. One of these factors is the qualification it provides, namely that of a ‘qualified labourer’. It is often associated with blue-collar jobs and hard manual work, which is unattractive to many. IVET is also often associated with socially disadvantaged groups and those with less academic ability (OECD 2010, Centre for

Public Policy, 2012)⁷. One reason for this is that it provides free education and second chance opportunities. In contrast, SVET prepares students to be technicians and middle managers. It is generally more academically oriented and devotes less time to the practical preparation of its students. Both IVET and SVET graduates find their way into the labour market. However, in a situation of dire shortage of formal employment (see section B), those with a SVET qualification have a better chance of finding employment in the formal sector. They generally enjoy higher employment rates than IVET graduates.

Career guidance for VET received little attention until 2009. Since then, considerable progress has been made, particularly in IVET, in developing new interactive methods and reaching out. The VET Agency works with IVET schools and supports teachers in becoming career guidance officers. Regional “**Info-tours**” are jointly conducted by a number of ministries. They are particularly innovative and have been used regularly since 2011. These tours are accessible to thousands of participants. The interactive information sessions are conducted for young people and schoolchildren. They cover issues such as career guidance, labour legislation and migration, social and health issues (such as drug prevention, HIV and AIDS). Agency career guidance specialists are also active at youth job fairs. Since 2010, a greater understanding of the importance of guidance can be seen throughout the education system and in the medium-term action plans covering the period between 2012 and 2014. Actions related to career guidance focus on basic and higher education and on IVET.

While developments in the area of career guidance have been positive and dynamic, a lot remains to be done. The ETF transition study conducted in 2011 and 2012 revealed that only 17% of respondents had access to any type of career guidance. Ideally, career guidance services should be broadly available, both throughout the education system and to people outside the system. This in turn would require the cooperation of the various interested ministries. This cooperation has not yet materialised.

Adult and further education can be offered by various providers once they have obtained a licence from the Ministry of Education and Science. The adult education sphere is very heterogeneous. Apart from information about the number of licences awarded, there is no real overview of this sphere. This is also due to the existence of numerous funding sources. Adult education covers a wide spectrum of services. These include evening schools for those who have dropped out of basic education, language and computer courses and short-term vocational courses. In the VET sector, IVET has taken the lead in this area and intends to expand short-term course intake to up to 75% of enrolments by 2020. According to EDS 2020, both SVET and higher education intend to expand into this area as well. In 2012, the Ministry of Education and Science asked three secondary VET colleges to work on adult education approaches.

IVET has attracted additional learners into the system by developing short-term courses. The number of adult learners (as opposed to the typical young student enrolled in full-time initial VET courses after grade 9 or 11) has been rising consistently in recent years. Adult learners accounted for 31.3% of students enrolled in 2012, nearly twice as many as in 2006. Students on short courses have varying backgrounds and use different funding sources. Between 4 000 and 4 800 unemployed people benefiting from active labour market measures take part in short-term training courses provided by the IVET sub-sector. Training for unemployed people is typically contracted out by the employment services on a competitive basis and IVET schools provide about 50% of these courses (feedback provided by the Ministry of Youth, Labour and Employment to the ETF in 2012). The number of short-term training places financed by enterprises has also been rising constantly. This may indicate growing trust by enterprises in the training that IVET schools can provide and a greater willingness

⁷ Centre for Public Policy survey on IVET access in 2012, draft report

overall by enterprises to invest in staff development. Over 7 000 individuals enrolled in short-term courses at their own expense, indicating a willingness to invest in training.

IVET students by type of course and funding source

Data as of 1 January each year	2010		2011		2012	
No. of full-time students covered by state budget	28 757	70.2%	28 954	69.7%	28 829	68.7%
Total no. of students in short-term courses of which:	12 206		12 603		13 138	
Unemployed (funded by employment services)	4 005	29.8%	4 071	30.3%	4 807	31.3%
Covered by enterprises	785		830		847	
Self-financed (own resources)	7 416		7 702		7 484	
Total no. of students in IVET	40 963		41 557		41 967	

Data provided by the Agency for Vocational Education and Training at the request of the ETF in July 2012

The IVET sub-sector has therefore shown that it can adapt to social demand. However, this demand is even more complex than currently perceived by the IVET system.

Short-term courses exist as stand-alone courses. They typically focus on more narrowly defined technical skills and cannot be used to build up a new or higher qualification. Mechanisms for recognising skills acquired through prior learning do not yet exist. Work is ongoing to develop a qualifications framework for both VET and higher education. The plan is to combine these into one framework by 2015. For the VET framework, the focus is on greater employer involvement in defining qualification levels, professional standards and competence requirements.

Key legislation, policy documents such as the constitution of the Kyrgyz Republic, education and training-related legislation and EDS 2020 provide ample entitlement to free education for all citizens up to a certain education level. However, the existing provision also contains barriers to access for some groups, particularly vulnerable groups.

All policy documents of recent years have stressed the importance of education and training as key contributors to economic, social and individual development. In this context, a particular role is assigned to IVET rather than VET in general. In addition to an education and training function, IVET also plays a specific social role for vulnerable groups. It provides them with an opportunity to acquire a profession and make a living. Vulnerable groups specifically considered in this context are children from poor families, orphans and social orphans, neglected/homeless children (*bezprizornie deti*), disabled people and convicted prisoners. IVET receives earmarked financial allocations for these groups. This funding covers, for example, hostel places, stipends for students (approximately 4% of the IVET budget in 2011 and 2012) and food (15% to 18% of the IVET budget in 2011 and 2012). 'Rehabilitation groups' were first set up in 1998 and 1999 to provide special support to the rising number of students in difficult circumstances. By 2011 and 2012, 17 IVET schools had established such groups, hosting 1 095 students. Six IVET facilities are located within the prison system and provide training to about 1 300 students each year. People who have not completed basic education are in an ambiguous position. Since 2008, IVET has been able to provide training and corresponding certification to students who have not completed basic education. This training focuses on professional skills only (rather than also covering the general education component as is the norm for students entering IVET after completing the 9th grade) at the level of a recognised profession. The extent to which this type of training represents a right remains unclear. In 2010, 1 500 such students were admitted to IVET schools.

IVET is subject to huge and constantly rising expectations. To understand this, we need to examine its unique social mandate in the context of the many social inclusion challenges facing the country:

- high poverty levels combined with major regional and urban/rural disparities (see Table C.1 in Annex 2)
- an underdeveloped approach to vulnerable groups in general
- high unemployment, among young people in particular
- high levels of international and internal migration (see also section B)
- a basic/general education system with poor outcomes in terms of student achievement (see Figure C.1 in Annex 2) and high drop-out (see Table C.2 and Figure C.2 in Annex 2)

It becomes clear that IVET is just one element in this complex picture. Coordinated strategies and policies, close inter-ministerial cooperation, the structured involvement of civil society organisations and social partners would be required to develop sustainable solutions. So far this is not the case, although there are many instances of good practice.

In EDS 2020, only IVET refers to increasing access to VET (through more short courses), developing new inclusive courses for out-of-school youth and disabled people and increasing the share of women in IVET. SVET does not refer to these issues.

IVET access for specific vulnerable groups

A comparison of administrative data covering specific vulnerable groups (orphans and homeless children, disabled students, students without basic education) in full-time IVET courses between 2008 and 2012 shows that the numbers have remained stable in recent years. However, access opportunities seem to be available to relatively small numbers of individuals in these groups. Two particular groups which should be considered are students without basic education and disabled students.

National statistics do not explore student drop-out, including drop-out prior to the completion of basic education. A number of surveys carried out in recent years indicate that this represents a major problem. Among the respondents of the ETF transition study conducted in 2011/ 2012, 15.6% had left basic education without a diploma. Reasons for dropping out were both socio-economic (children need to work to support their family) and linked to poor school quality. These young people are inadequately equipped with the relevant basic and labour market skills and their future prospects are poor. This group is typically relegated to a life of household work, the informal sector, inactivity or internal and international migration. They occupy unskilled or low-skilled jobs. Furthermore, an initial poor experience with education means that this group returns less frequently to education than others (ETF transition study conducted in 2011 and 2012).

Since 2008, students with no basic education have been able to participate in one-year or two-year IVET courses. This is the only formal education level they can access. More than 100 000 potential students fall into this category but only about 1 500 of them attend IVET. As little is known about the specific requirements of this group, the reasons for such a small uptake are unclear. Possible reasons are:

- a lack of capacity and/or willingness in the IVET system
- limited knowledge among the group of this opportunity
- limited attractiveness of IVET

- unsuitability of a one-year course to the specific life conditions of the students (the opportunity cost of not working for one year)

State funding is only available for full-time courses lasting between one and three years. While the IVET sub-sector has significantly expanded its range of short-term courses (and plans to continue to do so), these are all provided on a fee-paying basis. Fees are covered either by the employment services (accessible to those registered as unemployed only), enterprises or individuals. Given the large number of students without basic education, the social and economic cost of dropping out of education at such an early stage and the fact that this group cannot exercise its constitutional right to basic education, the IVET opportunities for this group should be enhanced. This could be achieved in different ways. IVET funding could become more flexible in the medium term. It could focus on modules, rather than full courses. Initial experience of a modular approach has been gained by designing short courses. Alternatively, state funding could be provided for this group to cover the current short courses. This funding does not necessarily have to come from the education budget. Other methods of providing additional targeted state funding could also be explored. Incentives could be provided to IVET schools to take in more such students for the existing one-year or two-year courses. So, while this difficult situation originates in basic education rather than IVET, IVET could become an important component of the solution for drop-out in basic education. This should be complemented by a focus on preventing students from dropping out in basic education and on strengthening the provision of basic education in existing evening schools (these are under the supervision of the Ministry of Education and Science) to make this option more accessible to drop outs.

The number of students who leave the education system, having completed basic education, is also on the rise. The VET Agency estimates the number to be around 40 000 per year (OECD, 2010). These students also enter the labour market without professional skills and thus face prospects nearly as poor as their counterparts who drop out. This student group would also benefit from a more flexible provision of IVET courses.

People with special needs in the Kyrgyz Republic continue to face multiple barriers throughout life. These include limited access to infrastructure (streets, transport, buildings) and information but also limited access to education and the open labour market. While 60% of the 133 400 disabled people registered in the Kyrgyz Republic are of working age, only 10% of them have some type of work (Handicap International, draft legal review 2012). A total of 23 500 people with a disability are aged 18 or under. Less than half of them (10 350) are accounted for in the education statistics as attending schools for children with special needs or participating in inclusive programmes (EDS 2020, p. 12). In 2011/2012, 209 students with special needs were enrolled in IVET (VET Agency, 2012). Key reasons for these low enrolment figures in IVET are inadequate or poor basic education outcomes among students with special needs and a lack of adapted physical infrastructure, including workshop equipment with alternative modes of operation.

School managers and teachers generally have very limited experience in working with disabled students and no experience of inclusive approaches. Before independence, disabled students had no access to IVET in the Kyrgyz Republic and they had to enrol in specialised institutions located in Russia. Furthermore, school staff often assume that employers are not interested in providing practical placements for disabled students or in hiring them (feedback from discussions with Handicap International staff). As already indicated for other vulnerable student groups, IVET could represent an important pathway for students with special needs, including those who have not completed basic education. However, IVET currently lacks flexibility in terms of course organisation. The emphasis of curricula and teaching programmes continues to be on teaching time rather than learning outcomes. To date, IVET has received limited external support for inclusive approaches. At best, donor funding

was made available to provide physical access but not to facilitate staff development. (Some donor-funded refurbishments and equipment upgrades have resulted in poorer access. This should be avoided in future by ensuring that special needs are taken into consideration at the procurement stage). IVET has nevertheless set itself the ambitious task of increasing the number of inclusive programmes for out-of-school youth and disabled people from two to eight by 2014. It plans to increase this figure to 25 by 2020 (EDS 2020). In 2012 and 2013, an EU-backed project led by Handicap International and national non-governmental organisations (NGOs) will support inclusive programmes and staff development. Profound changes are required as they also concern deeply held beliefs on the 'teachability' of students. If the targets for 2014 and 2020 are to be reached, inclusive approaches will have to be supported in a continuous manner. Support will have to be provided also at central level, for example through in-service training provision. The result will be more flexible and more student-centred approaches, which should benefit all students.

Gender

Improving gender equality has been on the policy agenda at national level since 2005. This includes equality in education and in relation to employment and wages. The objectives are to increase the share of women attending university and the share of women who are economically active and to narrow the pay gap between women and men.

In EDS 2020, only IVET covers targets related to gender equality, namely to increase the share of women in IVET from the current figure of 30% to 40% by 2020 (p. 20). Gender inequality is a feature of both IVET and SVET. For many years, IVET has attracted a lot more male than female students and this trend seems to be becoming more pronounced: the share of female students decreased from 32% in 2007 to 29% in 2011 (National Statistical Committee of the Kyrgyz Republic, 2012). Observations in IVET schools also confirm that most professions are highly gender-specific and classes are strongly male or female dominated. In contrast, SVET attracts a majority of female students. However, the trend here is for slightly more balance, as the share of female students declined from 62% in 2007 to 58% in 2011 (see Table C.3 and Figure C.3 in Annex 2).

The gender imbalance in education is also reflected in the employment that graduates find (ETF transition study conducted in 2011 and 2012). The majority of employees in the mining, construction, transportation and communications industries, in agriculture and in the distribution of electricity, gas and water are male. With the exception of agriculture, these are growth sectors in the economy. They are also defined as priority sectors in the medium-term country development strategy. They are thus earmarked for support and investment through 'national projects' (Country Development Strategy 2012-2014, pp. 4-5) and are expected to contribute to the creation of new jobs. In contrast, female graduates predominate in the education, health and social sectors, in (garment) manufacturing and in the tourism sector. Of these, only tourism is defined as a priority sector.

Up to 2010, the VET system did not seem to consider gender equality a challenge to be actively addressed. The situation changed in 2011 and 2012 when greater female participation in IVET was specified as an indicator for achievement. With the support of the German Agency for International Cooperation (GIZ), a national girls' day was organised in April 2012. The aim was to give girls a direct insight into professions, including some typically male professions. This is certainly an innovative approach for Central Asia. However, it will be extremely difficult for IVET to reach the ambitious targets it has set itself unless such activities are systematically followed up. Ongoing career guidance activities and active work with school staff are also needed.

IVET in rural areas

IVET in rural areas, especially in remote locations, continues to present a particular challenge, not least because of the difficult situation most rural environments face: poor provision of services,

including services for basic and general education (national testing scores in rural areas are consistently lower than in urban areas), high poverty levels and little formal employment (see Table C.4 in Annex 2). Although most IVET schools (64 out of 110) are located in rural environments, where a majority of the population lives, IVET policy continues to pay little attention to this segment. EDS 2020 notes that rural schools in particular lag behind labour market requirements. The IVET action plan that is scheduled to run from 2012 to 2014 provides for the renovation of some rural schools and the provision of new equipment. Apart from these two elements, no specific attention is paid to this segment. Important support in terms of donor investments (considering also renovation, workshop rehabilitation and equipment purchase) have over recent years centred on urban schools. The aim is to prepare workers for growth sectors, i.e. sectors mainly related to industries and services. The exception to this is the work that Helvetas has carried out with rural schools over many years. This work covers the skills needed for small-scale farming and self-employment. A number of NGOs, working to reduce poverty in the poorest regions, also address this issue. Many of the approaches developed are innovative and flexible. Many also focus on short courses and thus are not formally a part of the IVET mainstream but rather an additional service offered by IVET schools.

No clear policy indications exist for rural IVET schools or for how they can be supported to serve the needs of their communities more effectively. This is becoming a pressing issue as more and more people migrate from rural to urban areas, particularly to Bishkek, to look for better opportunities. IVET schools could provide relevant skills for self-employment in a rural context. It could also provide a suitable skills mix to support the development of a more productive agricultural and agri-business sector. In this way, they could become an important element in interacting with the national projects planned in the agricultural sector under the Country Development Strategy 2012-2014. This would also require a clear rural development policy and improved credit access for small-scale farmers and cooperatives. Some of these elements are currently under preparation. If IVET is to play a role, new approaches in terms of IVET provision and greater interaction with other ministries will be required.

D. INTERNAL QUALITY AND EFFICIENCY OF INITIAL AND CONTINUING VET DELIVERY

EDS 2020 places a strong emphasis on quality. The relevant sections on IVET and SVET specify that quality is understood in terms of the relevance of VET to the labour market. Quality also relates to competent staff and effective, results-based management. Greater labour market relevance is expected to be achieved by updating professional standards in cooperation with employers and updating programmes in accordance with new standards. Both levels stress the need to improve resources in terms of equipment and learning aids. IVET also stresses the need to introduce new methods. In particular, a stronger focus on competence-based training is required.

VET provision in the Kyrgyz Republic (section highlighted in blue in figure D.1 in Annex 2) is made up of four segments:

- initial VET (IVET, sometimes also called primary VET)
- secondary VET (SVET)
- higher VET (higher education, not covered in this report)
- vocational training for adults

Figure D.1 in Annex 2 provides an overview of the whole education system, including VET. The IVET and SVET sub-sectors and adult education are described in section E. The boxes below contain key data on IVET and SVET.

IVET

Reporting to: Ministry of Youth, Labour and Employment
Administered by: Agency for Professional and Technical Education
Qualification level: Qualified workers/labourers and short-term training
Duration of study: From one year to three years (depending on entry level)
Number of IVET schools: 109 (46 urban, 63 rural)
Ownership: Public
Number of students: 28 829 full-time students, 13 138 short-term students
Number of staff: 6 111, of which 3 647 participate in teaching assignments

Source: Agency for Vocational Education and Training at the request of the ETF in 2012; data reflects the situation in January 2012

Depending on their location, the professions they cover and the types of students they work with, IVET schools face very different challenges and opportunities. They also vary enormously in terms of size and the types of courses they offer. Some schools have less than 100 students; others have several hundred full-time and short-term students, cover numerous professions and provide hostel accommodation. The situation of schools in rural areas is particularly challenging. Their building infrastructure is often in an especially poor state, so that sometimes buildings had to be abandoned; teaching equipment is extremely old and outdated. Due to the structural changes that rural areas have

undergone (from collective farms to mostly small-scale, family-based farming), rural IVET schools would in principle have to completely change their approach. Few have managed to do so. Rural areas continue to offer little formal employment and IVET schools can engage with only a few employers.

SVET

Reporting to: Ministry of Education and Science
Qualification level: Middle managers and technicians
Duration of study: From two to four years (depending on entry level)
Number of SVET colleges: 122 in mainly urban areas, Bishkek and Chui
Ownership: 53 public, 23 private and 46 integrated into higher education institutions
Number of students: 72 323 full-time students (more than prior to independence)
Number of staff: 5 590 teachers

Sources: National Statistical Committee of the Kyrgyz Republic, 2012; Ministry of Education and Science

Strengths and weaknesses

Developing capacity

IVET and SVET share many challenges. Nevertheless, little interaction takes place between the two sub-sectors, either at provider or public administration level. IVET has attracted considerable donor support in recent years. It has thus been able to explore and to some extent address many important issues. These include standards, curricula (including modularisation), independent assessment, teaching methods and school management. Extensive cooperation with donors has provided opportunities for new ideas and additional resources. It has also brought challenges. For example, it is difficult to consolidate different approaches into a coherent reform package and ensure that relevant developments are scaled up to system level when resources are limited.

Over the years, many projects have supported innovation within individual IVET schools but devoted little attention and no resources to disseminating this innovation. Such projects often operate in pilot mode and do not prioritise obtaining final official approval. They also often pay little attention to preparing a sufficient number of multipliers or trainers. Other projects have paid more attention to the policy level but then provided little support for implementation at the provider level.

In 2010, many cases of good practice or innovation existed but there were few signs of systemic change. By 2012, some areas of major activity could be noted. About 40 professional standards have been drafted with employers since 2010. Priority has been given to professions in high demand. Approaches to modularisation (so far focusing only on short courses) have been defined and disseminated. In 2011, important work took place on curriculum design and new teaching content was prepared. With the support of Helvetas, 30 new modules and teaching materials for schools with an agriculture profile were developed. There is also a greater focus on entrepreneurship, as shown by the introduction of the subject 'business foundation and entrepreneurship' in all schools. A review of curricula and programmes is currently underway to make these more practice-oriented. Competence-based training is also being investigated.

These are impressive developments and involve many IVET schools. However, a lot remains to be done so that these complex changes become embedded in the system. Many teaching and management staff in schools throughout the country still require considerable training before they can implement the new approaches. This will have to be done if the IVET system wants to guarantee comparable quality throughout its schools.

Until mid-2012, the in-service training centre for the IVET system was underdeveloped and unable to fulfil the role of resource centre. It also provided training for a limited number of staff – between 300 and 480 people each year, most of whom attended only one-off day seminars, rather than the one- or two- week sessions stipulated. In mid-2012, the centre was remodelled as the Republican Scientific Methodological Centre. Its role is to provide methodological support to the overall IVET system and IVET schools in developing VET education standards, curricula and teaching approaches. It will serve as a national resource centre and provide flexible and accessible in-service training to teaching, administrative and managerial IVET staff.

While IVET has its own in-service training capacity, nothing similar exists for SVET. To date, it has relied on ad hoc training provided by higher education institutions. Feedback from SVET college directors indicates that appropriate in-service training provision is a priority for them. Consideration could be given to let SVET providers access the existing IVET in-service training and to develop a joint provision over time.

Economic challenges

The economic situation of many schools, in particular IVET schools, continues to be extremely challenging and affects all aspects of school life.

Teachers' salaries were extremely low for many years and this had several consequences. These include an ageing teacher and master population (in some schools many staff are above pension age), unfilled positions (for example, in specialised subjects like sciences) and a growing number of young masters with no work or enterprise experience, as schools started to recruit and train masters from among their own students.

An increase in staff salaries in the education sector came into force in May 2011. It is a positive development. It is an important step in making teachers' salaries more competitive and the teaching profession more attractive, especially to young job entrants. Teachers' salaries remained below the nominal average wage in 2011 and 2012 (Ministry of Youth, Labour and Employment report for 2011, Ministry of Youth, Labour and Employment report for the first half of 2012). However, since 2011 they are well above the value of the consumer basket (a wage of 6 887 KGS vs. 4 390 KGS for the consumer basket in 2011, compared to a wage of 4 145 KGS vs. 3 502 KGS for the consumer basket in 2010).

Feedback by IVET and SVET school directors suggests that higher salaries have had a positive impact on filling vacant posts and motivating teachers. This ultimately benefits the teaching process. As in the past, however, very limited resources are allocated to other elements supporting the teaching process, such as equipment and teaching aids, including textbooks. Similarly, the budget for building renovation and rehabilitation continues to be low and insufficient, considering the poor state of many schools, including VET schools and in particular all schools in rural areas.

The table below shows the stage budget allocation for IVET since 2008:

Budget heading in 000 KGS	2008	2009	2010	2011	2012
Salaries	166 542.0	235 330.0	287 606.8	459 709.7	567 053.6
Social contributions	31 883.8	44 813.7	50 078.6	79 573.4	97 816.2
Current expenditure (utilities and coal, medicines, stipends, transport)	56 588.7	80 048.7	97 690.6	86 785.1	87 251.1
Food	99 523.0	140 585.0	140 232.7	142 338.3	142 500.0
Building repairs	14 833.0	11 607.9	3 087.8	3 949.0	20 000.0
Equipment	1 976.0	2 800.0	68.6	-	-
Total	371 346.7	515 185.3	578 765.1	772 355.5	914 620.9

Source for 2010-2012 data: VET Agency, at the request of the ETF, August 2012

Source for 2008-2009 data: OECD, Reviews of National Policies for Education: Kyrgyz Republic 2010, p. 249, based on VET Agency data from June 2009

It can be seen that no allocation was made for equipment in the IVET sub-sector in 2011 and 2012. This should also be seen in the context of relatively intense donor activity in the sub-sector during these years. Donor funding often covered building rehabilitation and equipment. The Asian Development Bank contributed to the rehabilitation and equipping of 25 IVET schools. Nevertheless, we also need to consider the partially dilapidated state of many schools and the fact that a lot of donor support bypasses remote schools. While no similar data could be found for SVET, feedback from directors suggests that state funding in this sub-sector covers little more than salaries and social contributions.

The insufficient allocations received by schools mean that they have to actively raise funds. They do this by providing services (renting out premises, selling goods made by students, offering fee-paying courses) and working with donors. They also often ask parents to provide additional payment, for example for the supplies required for practical lessons. They also offer additional optional courses for students, such as language courses and driving licence preparation courses. We must remember that earning opportunities for schools differ immensely according to their location. SVET colleges are mainly located in urban areas and about 70% of their students pay fees. More than half of IVET schools are located in rural environments. Schools in poor, remote areas with a population surviving on subsistence farming have much fewer opportunities. They can provide short training courses only if they find a funding source. The contributions made by parents may also be much more limited. The provision of short courses in rural areas is often supported by local NGOs and administrations but also by international donors active in the area of poverty alleviation or rural development. To what extent these are sustainable approaches and to what extent local communities can raise resources for training needs to be explored at national level.

Efficiency

State budgets for IVET schools are allocated on an annual basis. They are based on historic allocations and student numbers. Budget spending is highly regulated and provides few incentives for schools to manage it efficiently, for example in terms of savings on utilities or staffing. Overall staffing in IVET increased from 5 564 to 6 111 employees between 2011 and 2012 (VET Agency, 2012). This was mainly due to an increase in the number of service and support staff, who accounted for 36% of staff in 2012, compared to 30% of staff in 2011. IVET schools currently do not need to make special efforts to attract a maximum number of students.

IVET and SVET schools earn funds, for example by providing short-term courses or other services (IVET) or by attracting fee-paying, full-time students (SVET). Strict regulations govern how these funds are spent and agreement must be obtained at central level. Such earnings are typically used to top up staff salaries, to pay for repairs and equipment and to purchase teaching supplies. School earnings, including those which are strictly linked to the provision of education services (short-term courses, full-time courses), are taxed at 20%. The education sector has been trying to change this situation for years, but so far to no avail.

It can be seen that schools, and in particular their managers, face challenging and sometimes contradictory demands. On the one hand, they are supposed to develop new skills to generate revenue and manage it efficiently. On the other hand, stringent budgetary regulations, which determine the use of certain budget lines each year, provide them with very limited possibilities or incentives to enhance school efficiency, or initiate long-term developments.

IVET schools could have considerable scope for efficiency gains, for example by expanding the range of courses offered by IVET and attracting more students. This would require greater school autonomy and more flexible approaches to student funding. Ideally, students from vulnerable groups would receive additional funding (see section C). The first pilot project on per capita financing will begin at the end of 2012. It will involve five IVET schools. Its introduction in the SVET sub-sector is planned for 2013. This represents a radical change in management approach. Schools will only be successful in tackling this challenge if their staff are adequately prepared. Large-scale staff development opportunities would therefore have to be provided for school management teams through the in-service training system. The objective would be to prepare them for their role in a more market- and results-oriented system. It will be crucial, therefore, to ensure that the new in-service centre provides good-quality and large-scale support to all IVET schools and SVET colleges. In the case of IVET, special attention should be paid to remote schools and schools which have had little exposure to project-related work.

In-service training opportunities are required for school managers, teachers and masters.

E. GOVERNANCE AND FINANCING OF THE INITIAL AND CONTINUING VET SYSTEM AND INSTITUTIONAL CAPACITIES FOR CHANGE

Key responsibilities for VET

Responsibility for VET is split between two different ministries: the Ministry of Education and Science and the Ministry of Youth, Labour and Employment. The latter was established in 2012 when the former Ministry of Labour, Employment and Migration merged with the Ministry for Youth.

The Ministry of Education and Science has responsibility for licensing all education providers, including IVET providers. It is also responsible for general education, including the general education component in IVET full-time courses covering grades 9 to 11. The ministry's remit also covers SVET and adult and informal education. In 2012, there were 122 SVET colleges, compared to 90 in 2008/2009. Of these, 53 were owned by the state, 23 were private and 46 were integrated into higher education institutions. All state-owned SVET colleges have some affiliation with a line ministry, such as the Ministry of Education and Science, Ministry of Health or Ministry of Transport. In-service training exists for general education. However, nothing similar exists for SVET, either in relation to teaching and learning or management. Over 1 000 organisations hold licences for adult and informal education provision (EDS 2020). State funding of adult education, including funding for training for unemployed people, is almost exclusively allocated to programmes resulting in state-recognised qualifications. No overview of privately funded adult education exists. SVET colleges may also provide adult education or retraining courses.

The Ministry of Youth, Labour and Employment is responsible for employment (including active labour market policies) and IVET, which is administered by the VET Agency. All 109 IVET schools and the Tokmok Pedagogical-Industrial College are owned and funded by the state, although the legal framework offers the possibility of private provision at all education levels. Of the 109 schools, six are in the penitentiary system and have a different status (they are called *uchilishche*, rather than *litsei*).

In early 2012, the agency was restructured to accommodate its key priorities. With the government decision of 23 March 2012 to set up a national skills council (see following section), the agency was also given the task of acting as a secretariat for the council. The agency's in-service training centre, which had not worked effectively for a number of years, was reorganised in July 2012 and assigned new tasks. Renamed the Republican Scientific Methodological Centre, it will provide methodological support to the overall IVET system and its schools in developing VET education standards, curricula and teaching approaches. It will serve as a national resource centre and plans to provide flexible and accessible in-service training to teaching, administrative and managerial IVET staff.

Due to the country's difficult budgetary situation, all public administrations have had to reduce staff in recent years. The latest reduction took place in early 2012 when all public administrations had to implement a 10% cut. Departments are therefore short-staffed. Ministry and agency staff regularly spend a considerable amount of time on donor projects. They do this in an environment where daily work processes are not well supported by information and communication technologies (ICT) and can be very cumbersome.

The key policy document for the whole education sector is EDS 2020. Results-oriented monitoring is a key feature of the strategy and applies to all sub-sectors.

Changing accountability, governance and partnership approaches

The new constitution, adopted in June 2010, introduced a parliamentary system, making government accountable to parliament. Parliament can request ministerial updates, even at short notice, and this seems to be the current practice. Under the new system, public observatory councils, involving civil society representatives, have been set up for each ministry. However, their role still seems ill-defined and methods of operation seem to differ from one ministry and council to another. Legislation under preparation is published on the internet and stakeholders are invited to provide feedback. The relevant ministry must document why and the extent to which feedback is being taken into consideration. Round tables and face-to-face meetings with stakeholder groups may also be organised in this context. Ministry websites have been set up. In general, efforts have been made to make the public administration more transparent and accessible to citizens.

Prior to the events of 2010, school boards were set up for most education levels, including VET. In the case of IVET, these include representatives of the local community, administrations and employers. It seems that all IVET schools have established boards. However, feedback from individual schools shows that not all boards are functioning in a productive manner. This may be due to the lack of experience that schools and communities have in such matters and to the lack of training provided to schools. Training for school board members is now planned as part of the action plan for IVET that is scheduled to run from 2012 to 2014. At SVET level, it is unclear how many boards have been set up and are operational.

Both the agency and the Ministry of Education and Science involve VET providers in administrative and policy developments. The extent to which they do so differs and there is a lack of clearly defined procedures. IVET schools seem to lack a vocal association to represent their interests (an association of IVET staff does exist). At regional level, more or less formalised associations of VET school directors exist. These provide input to the agency on an ad hoc basis. The association of SVET college directors, formally registered in 2012, regularly provides input to the Ministry of Education and Science.

In IVET, efforts have been made again and again to establish social partnership structures and processes. Sector councils were due to be established in 2009 and 2010. By early 2011, no sign of activity of such councils could be found. In the summer of 2010, a consultative forum, involving social partners and civil society organisations, was set up as a potential platform at national level. It seems, however, that the forum only met a few times. It should be noted that the agency has worked for many years on developing closer links with individual employers and sector organisations. In particular, specific IVET schools have been involved. This has regularly led to enhanced partnership: employer involvement in updating standards and learning content, more and better placement opportunities for students, improved workshops in schools and access to employers' equipment are some examples of improvements. In SVET, no attempts seem to have been made to establish systematic interaction involving employers and the central policy level. However, individual SVET colleges have worked on this issue.

A key development is the establishment of a national council for the development of professional skills by the government of the Kyrgyz Republic. The council was set up by government decree no. 193 of 23 March 2012. It involves key ministries, employers, local community and civil society representatives in their role as social partners. The council's role is to support government policies and coordinate work related to the development and retraining of labour resources in accordance with labour market needs. Sector councils have been set up and are expected to cooperate with the council and other bodies on labour market analysis. The VET Agency has been designated as the secretariat for the council.

Data collection and analysis supporting policy development and implementation

The National Statistical Committee collects and publishes data on education and training and employment. The line ministries are concerned about the length of time it takes to access the data once it has been collected, which means that data is not suitable for regular monitoring purposes. They are also concerned about the quality of data and the cost – ministries have to pay to have specific data collections. In the future, therefore, the Ministry of Education and Science plans to collect a considerable amount of data itself through the education management information system, which is currently being developed.

The Ministry of Youth, Labour and Employment already collects administrative data regularly from its regional offices but has no resources to extend this collection further. The VET Agency collects considerable amounts of administrative data from the IVET schools. Some of this data is then incorporated into the National Statistical Committee data on education and a limited amount appears in the regular agency reports.

The two ministries and the VET Agency have very limited experience with in-depth data analysis and its use for policy development and monitoring. Most recent studies on education and labour market issues have been led and financed by donors. The ministries and the agency have had only limited involvement and were mainly presented with results. Most of this donor-led work did not involve the participation of ministry and agency staff in choosing, developing and/or adapting suitable methodologies and instruments for analysis.

Quality assurance mechanisms

No new system-wide quality assurance mechanisms have been introduced since 2010. However, important work on independent accreditation mechanisms and on the independent certification of graduates has been initiated with donor support, particularly GIZ.

At provider level, SVET colleges have been instructed to set up quality assurance units. It is unclear how well these are functioning and no centrally led approach on quality has been developed yet. Both IVET and SVET schools have contacts with employers and to some extent track what happens with their graduates. However, no systematic and agreed approach exists at national level. This type of activity depends on individuals at school level and is frequently insufficiently documented. National authorities and schools have not been exposed to existing, tested approaches, for example, when and how to trace student progress after graduation. As a result, the quality of the information collected is often poor and not very suitable for clarifying existing problems and developing improved approaches.

Formal quality assurance for all VET schools (initial and secondary, public and private) is based on common state standards and comprises licensing and attestation. Licensing involves granting permission to conduct education and training activities. Attestation examines the compliance of education and training programmes with the approved state education standards. Only accredited schools may deliver state-recognised diplomas.

The licensing and accreditation department in the Ministry of Education and Science is responsible for the licensing of both initial and secondary VET schools. Licences specify the area of study that a school may offer and for which it may award a state-recognised diploma. They also stipulate a maximum number of students for the school.

The VET Agency is responsible for implementing quality control in accordance with VET legislation. It is in charge of monitoring compliance with the conditions stipulated in the licences and is responsible for attestation for IVET. School attestation takes place every five years. It also takes place if the school

wishes to offer courses for a new profession, which it did not previously cover and which did not undergo attestation.

The VET Agency regularly collects information on admissions. Schools are required to report on the employment rate of their graduates. This usually focuses on the first job that they obtain immediately after graduation. The data collected is not particularly relevant to get a good understanding on the matching of student skills with labour market opportunities and expectations.

In SVET, licensing and attestation or accreditation are conducted by the licensing and accreditation department in the Ministry of Education and Science every five years. Accredited colleges have the right to award state-recognised diplomas.

Pilot work has taken place on independent tripartite certification, which envisages an important role for the chamber of commerce and employers. GIZ supports this work. The approach was initially tested for graduates of short-term courses only. By mid-2012, it had also been tested in a number of pilot schools for graduates of full-time courses. This new type of examination is seen as a means of enhancing the involvement of employers, thus raising the credibility of training certificates and IVET diplomas.

In recent years, the VET Agency has considered graduate employment to be the main quality indicator. The demand for graduates and a better understanding of labour market needs and employers' demands has therefore become an important concern for the agency. It is working to improve the tools it has at its disposal for this purpose. It is currently concentrating its efforts on the annual planning of admissions, which involves specifying the number of students by profession. It does this in cooperation with the Ministry of Youth, Labour and Employment and local authorities using an analysis of local and regional labour markets provided by VET schools. SVET only started to align its criteria more closely with the country's economic needs in 2011. It allocates budget-funded student places in accordance with the demand of various line ministries. In EDS 2020, for the first time ever, SVET has set itself employment rate targets for graduates and a number of other quantitative targets related to interaction with employers.

Financing VET

The education sector has been a priority sector for many years. This can be seen in the budget allocated to it. Between 2008 and 2011, spending on education grew from 5.8% to 7.1% of GDP. By 2011, education accounted for about 22% of total government expenditure. In 2011, 5% of the education budget was allocated to VET (IVET and SVET). When student numbers are taken into consideration, this means that the allocation per student in VET is four times higher than for students in general education. The amount per student has nearly doubled since 2008: from 24 500 KGS to 41 000 KGS. A significant proportion of this increase can be linked to a reform of staff costs and salary increases implemented in May 2011 (World Bank's BOOST database). No data is available for adult training. Funding for this type of training comes from a number of sources, namely active labour market measures implemented by the Ministry of Youth, Labour and Employment and private investments by companies (for retraining) and individuals.

A key development in the financing of education is the move in general education towards pro-poor funding approaches. While this is not directly related to VET, it is likely to have a positive effect on the whole system in the medium term. Since 2009, the poorest regions have seen the largest growth in per-student spending.

Funding for IVET comes mainly from the state budget and enrolment is free of charge for students taking full-time courses. The situation differs for SVET, where about 70% of students pay fees. This is

a major source of income for the SVET schools. While modular approaches have been introduced to some extent for both IVET and SVET, state funding continues to be based on full-time courses, rather than on a credit- or module-based system, for example. All short-term courses are therefore funded by sources other than the education budget.

State budgets are allocated for IVET schools on an annual basis. They are based on historic allocations. Budget spending is highly regulated for IVET and SVET, providing few incentives for schools to manage it efficiently. School earnings, including those which are strictly linked to the provision of education services (short-term courses, full-time courses), are taxed at 20%. The education sector has been trying to change this situation for many years, but so far to no avail. On the positive side, changes in the tax code (article 195) mean that funds used by companies for staff development purposes are excluded from taxable resources. It is unclear at this stage whether this has led to greater investment in training.

The principle of per capita financing is generally accepted within the Ministry of Education and Science and has already been introduced for a large number of general education schools. It is expected to be introduced for SVET in 2013. IVET authorities are exploring the possibilities of per capita financing. The first pilot project is planned for the second half of 2012. The policy regarding small, remote IVET schools and schools in rural areas is still unclear. Such schools often operate below their capacity in terms of full-time students. Nor is it clear whether there is an intention to use per capita financing to provide incentives for greater inclusion of student groups that so far have had limited access to VET. Insufficient attention to this aspect may result in further barriers for vulnerable groups.

With a new, results-oriented management approach being introduced for VET schools, their management will have to change radically. Successful (and hopefully smooth) change will only be possible if sufficient support for capacity development is provided to VET schools in terms of school management and development. No such support is currently available at central level and centrally managed, in-service training opportunities for IVET have been weak in recent years. Hopes are high, however, that the reorganisation of the IVET in-service training centre will change this. A number of organisations, including the ETF through its school development initiative and a number of NGOs are continuing to work on staff development approaches for school management. Making these approaches widely accessible remains a challenge. To date, no in-service training function exists for SVET.

ANNEXES

Annex 1: Governance matrix

Elements or functions within a VET system	Authority	Competence	Resources	Accountability
	Who are the actors legally in charge of this function? Have roles and responsibilities been adequately defined?	Do actors have the technical competences or what is needed to fulfill this function?	Do actors have adequate financial and human resources or what is needed to fulfill this function?	In which way are the actors in charge made accountable for the work done?
Policies and legislation				
Defining national VET and employment policies	IVET: the initiative for the development of legislation comes from the Agency or directly from the Ministry of Youth, Labour and Employment (MYLE). For employment issues, the initiative lies with the MYLE. Agency and MYLE propose the legal text, Government takes the decision. SVET: Ministry of Education and Science (MES). The adoption of laws is of the competence of the Government and Parliament.	Insufficient. Limited knowledge of methodologies and instruments. Insufficient: should be further developed.	Insufficient. Considerable staff turnover due to low salaries. Insufficient financial resources	Every month, every quarter, every year; accountable to Government and Government is accountable to Parliament As above
Monitoring national VET and employment policies	MYLE, National Statistical Committee (NSC), Agency. The department of monitoring, analysis, and strategic planning of the MES	Sufficient Insufficient should be further developed.	Not sufficient, NSC implements annual integrated research. MYLE and Agency undertake monitoring based on their data Insufficient human and financial resources.	NSC publishes every year the conclusions of its labour market analysis. MYLE and Agency run the monitoring every year and provide the reports to government. Reports are available on the internet for civic society
Legislation for VET (both initial and continuing)	MYLE is responsible for the legislative proposal. The Government endorses the proposal and sends it to Parliament for adoption. If the parliament decision is positive the proposal is sent to the President. The President signs it and endorses it by issuing a presidential decree. When the proposal is under preparation, it is shared with interested ministries, institutions, civil society. At this stage several expertise analyses can be implemented (gender, ecology, economy, politics etc.) SVET: Ministry of Education and Science is responsible for the initiative and the development of the proposal; rest as above	Not sufficient Not sufficient, should be further developed.	Not sufficient Insufficient human resources	Government is accountable to Parliament on the activities implemented. Government and Parliament

Qualifications and curricula				
National, sectoral or regional skill or training needs analyses	IVET: VET schools and employment services analyses regional labour markets and the needs for specific professions. The Ministry analyses labour market needs for specific sectors of the economy. SVET: Jointly with MYLE (information requested from MYLE). There is no responsible person/department within the MES. Each line ministry is responsible for its sector (Ministry of Health, Ministry of Culture), and colleges on the regional level.	Not sufficient, no systematic analyses of labour market needs Insufficient. There is no instrument to implement such analyses.	There are no qualified staff members, staff development is needed for Agency and MYLE staff Insufficient human and financial resources.	No accountability, VET schools are planning the learning process according to the results of their analysis. Courses for unemployed people are planned according to the analysis on the needs for each professional qualification.
Definition or revision of standards/ qualifications	There is the classifier of professions. For new professions, the initiative to include them in the classifier may come from the employers/sectoral professional associations. They provide a proposal to MYLE. The Ministry then puts it in line with the legal framework and passes it to the NSC. Upon NSC confirmation the profession is included in the classifier by decree of the NSC. For IVET, the classifier is developed by the Ministry and endorsed by government decree. SVET: Jointly with MYLE and NSC	Sufficient Sufficient; the Association of the VET college directors is providing input and support	Sufficient Insufficient human resources.	Decree of government endorses the classifier of the professions. The data is available on the internet and in the legal database Endorsed by Government, the MES sends it to colleges, and then to the NSC
Definition or revision of standards/ qualifications	Employers. There is the “integrated handbook on tariffs and qualifications” created and developed at the time of the USSR by the Institute for Labour which no longer exists. Jointly with the Association of the Directors	Not sufficient Sufficient	Not sufficient, there is no specific institution responsible for this component Insufficient human resources	No accountability. The integrated handbook on tariffs and qualifications is not updated.
Development or revision of curricula (all kinds)	IVET: The Republican Scientific-Methodological Centre carries out the review process of curricula according to requests from VET providers. The development of new curricula, including new qualifications is possible. SVET: MES prepares the framework/matrix for the standards and passes it on to the “base” (leading) colleges, which invite other colleges according to their specialisations. Drafts are approved at collegiate meetings organised by the MES. Other ministries are involved	Sufficient Sufficient	Sufficient Insufficient financial resources are not sufficient	Endorsed by the Agency after a hearing and approval by the Scientific-Methodological Council Endorsed by the government

Teachers and trainers				
Pre-service training and induction of VET teachers	The Industrial pedagogical college prepares masters of practical learning, higher education institutions and SVET colleges train teachers and teachers for special subjects Teachers are prepared by higher education institutions, Masters are prepared by VET schools	Sufficient in general but too little attention on practice and teaching Insufficient focus on teaching skills	Sufficient	
Recruitment of teachers	VET schools implement the recruitment process for teachers VET colleges organize their own selection procedures to hire teachers, for colleges responsible directly to a line ministry, the ministry recruits the teachers	Sufficient Sufficient	Sufficient Insufficient financial resources	Agency MES or line ministries
In-service training of VET teachers	IVET: The Agency coordinates in-service training, the Republican Scientific-Methodological Centre organize in-service training. Many donors implement courses in the framework of projects. No in-service function for SVET. Only available for teachers, typically at universities. No re-training provision for masters	Not sufficient Not sufficient	Not Sufficient Not sufficient	MYLE, Government
Teacher appraisal and career development	Managers of VET schools VET colleges (director)	Sufficient Not sufficient	Sufficient Not sufficient human and financial resources.	Agency Part of college reporting to MES
VET providers				
Network of providers of - initial VET - continuing VET	110 public VET providers in the initial VET 122 VET colleges	Sufficient Challenges with licensing (there are cases of several colleges as part of one university)	Sufficient	Agency MES
Planning VET programmes and student numbers	The Agency is responsible for the yearly forecast, based on the requests from VET providers (agreed with employers and employment services)/ The license defines the number of students (maximum number)	Sufficient Sufficient	Sufficient Sufficient	MYLE, Ministry of Finance, Government MES, Ministry of Finances, NSC
Planning budgets for vocational schools	VET providers propose the planned expenditures, The Agency approves proposals upon endorsement from the Ministry of Finances Financing through the MES, fee levels for	Sufficient	Sufficient	MYLE, Ministry of Finance, Government

	paying students are agreed with the anti-monopoly committee			
Dealing with school expenses (managing school budgets)	Agency and the Ministry of Finances According to the budget lines	Sufficient	Sufficient	Agency, Ministry of Finances
Learning materials and equipment				
Learning materials	Agency and VET providers Colleges by themselves	Not sufficient Not sufficient	Not sufficient Insufficient human and financial resources	Agency
Workshop equipment	Agency and VET providers Colleges by themselves	Not sufficient Not sufficient	Not sufficient Insufficient human and financial resources.	Agency
Practical learning sites				
Liaison with employers	Agency, Republican Scientific-Methodological Centre and VET schools Colleges by themselves	Sufficient Insufficient	No systematic approach and analytical tool Insufficient	Agency, MYLE No accountability to the MES
Practical training places within companies	VET schools do it upon the agreement with the employers Colleges by themselves	Sufficient Insufficient	Sufficient Insufficient	Agency, MYLE No accountability to the MES
Apprenticeships	N.A	N.A.	N.A.	N.A.
Assessment and certification				
Assessment of students' skills	VET providers, employers, Chamber of Commerce Colleges together with the employer	Sufficient Not sufficient	Sufficient Not sufficient	Agency, MYLE, donors
Issuing certificates	VET schools Colleges by themselves according to the standards established by the authorities	Sufficient	Sufficient	Agency MES
Monitoring and impact				
Monitoring the quality of VET provision	The accreditation of curricula and certification of the outcomes are held by VET schools together with the employers MES, but not really implemented	Sufficient Not sufficient	Sufficient Not sufficient	Constant control of Agency
School-to-work transition surveys or tracer studies for graduates	VET providers, Agency Individual colleges	Sufficient (preliminary data) Not sufficient	Sufficient Not sufficient.	Agency

Annex 2

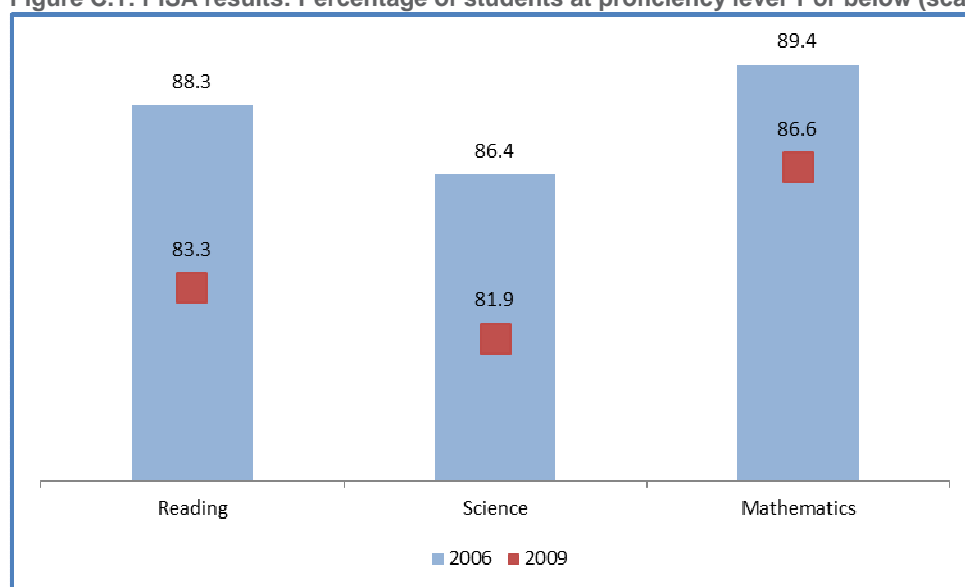
Table C.1: Poverty headcount - national poverty line (% of population)

	2009			2010			2011		
	Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural
Total	31.7	21.9	37.1	33.7	23.6	39.5	36.8	30.7	40.4
Batken oblast	31.5	35.2	30.3	33.6	26.6	35.8	35.6	25.4	38.9
Jalal-Abad oblast	36.9	22.4	42.3	44.7	32.7	49.7	45.3	43.5	46.0
Issyk-Kul oblast	46.1	37.8	49.4	38.0	26.4	42.7	29.5	29.4	29.6
Naryn oblast	44.1	34.9	45.8	53.5	39.3	56.1	49.9	39.7	51.7
Osh oblast	38.3	27.3	41.9	41.9	47.0	40.0	44.7	48.1	43.2
Talas oblast	33.0	24.9	34.4	42.3	34.3	43.7	50.2	47.8	50.6
Chuy oblast	21.2	30.5	19.2	21.9	24.2	21.4	28.6	25.2	29.4
Bishkek	13.2	13.2	-	7.9	7.9	-	18.4	18.4	-

Source: National Statistical Committee of the Kyrgyz Republic

(<http://stat.kg/images/stories/docs/tematika/living/Ur.%20bedn.%202011.pdf>, accessed on 07/09/2012)

Figure C.1: PISA results: Percentage of students at proficiency level 1 or below (scale)



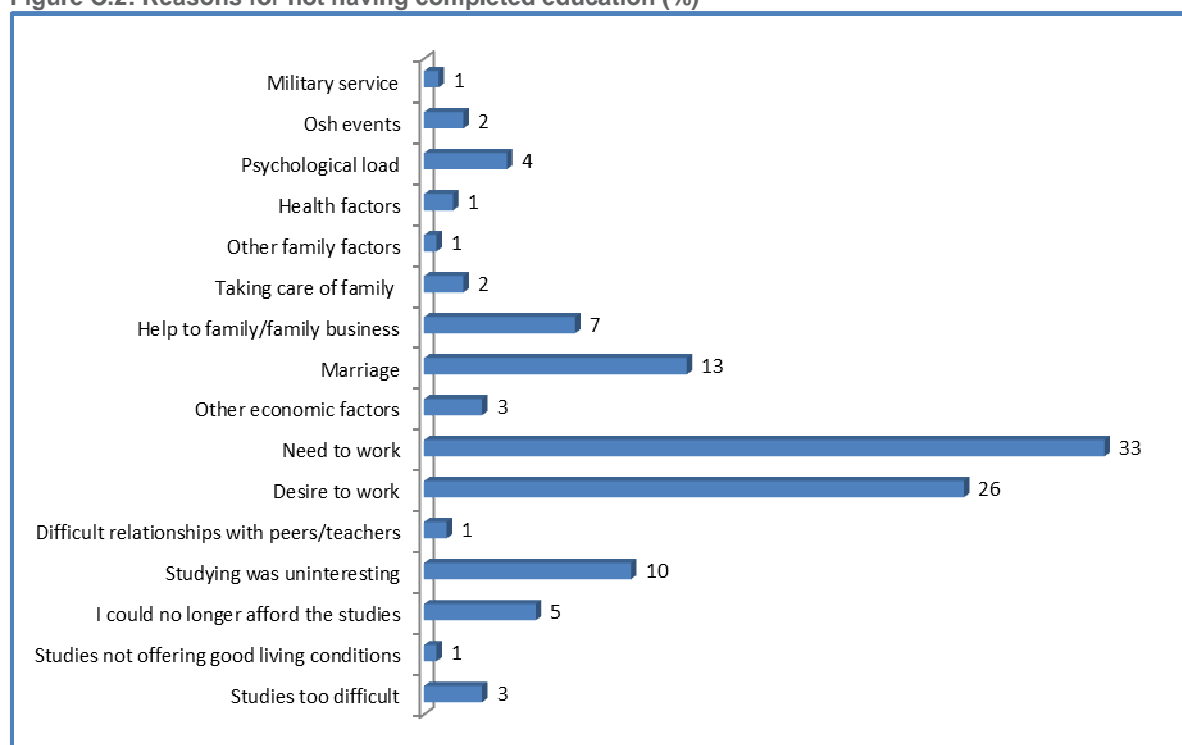
Source: OECD (www.oecd.org/edu/pisa/2009, accessed on 05/12/2011)

Table C.2: Share of people not having completed education by education level and gender

Education level	Male	Female	Total	Drop-out rate	CI 95% low - high
Basic general (ISCED2a)	16	16	16	16	12 – 20
Secondary general (ISCED3a)	12	14	13	4	3- 5
Initial VET (ISCED3c)	4	1	3	24	10 – 38
Initial VET (ISCED4)	1	3	2	11	3 – 19
Post-Secondary VET (ISCED 5b)	8	10	9	14	9 – 19
Higher education (ISCED 5a) and post-graduate (ISCED 6)	58	56	57	25	22 – 28
Total	100	100	100	14	13 - 15
Drop-out rate	14	14	14	-	

Source: The ETF Transition Study in the Kyrgyz Republic 2011/2012

Figure C.2: Reasons for not having completed education (%)



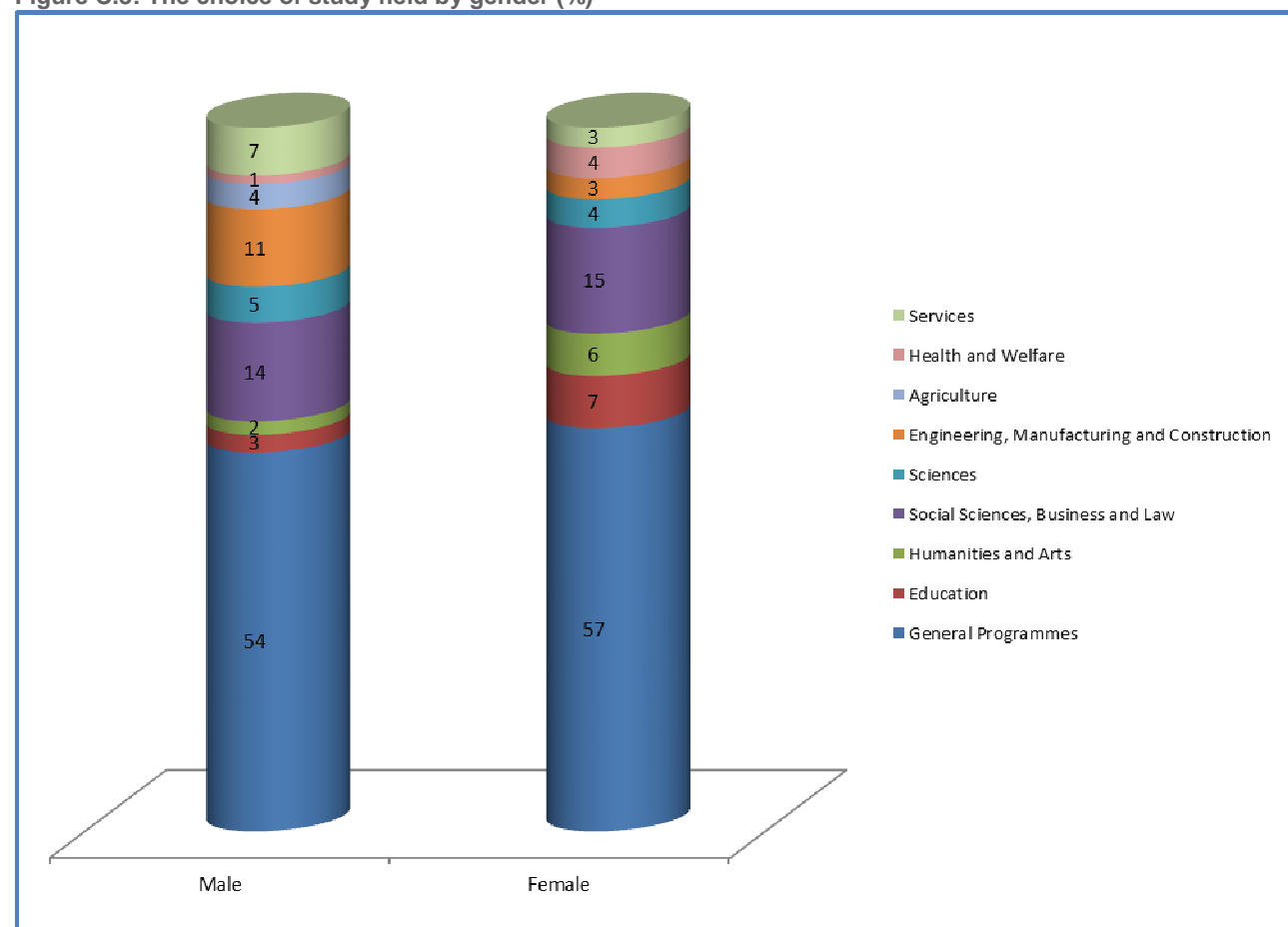
Source: The ETF Transition Study in the Kyrgyz Republic 2011/2012

Table C.3: Enrolment in education (public and private) by level and programme - by gender

	2009		2010		2011	
	Male	Female	Male	Female	Male	Female
Pre-school education	38 345	37 610	43 122	42 114	49 807	48 899
General education	524 986	511 848	515 921	504 947	515 793	499 379
Professional schools and lyceums	21 595	9 415	22 022	9 203	22 007	9 025
Secondary professional education	25 249	34 306	26 870	37 417	30 492	41 831
Higher professional education	105 177	128 428	106 610	123 769	109 979	129 229

Source: National Statistical Committee of the Kyrgyz Republic
(<http://www.stat.kg/stat.files/din.files/education/5030107.pdf>, accessed on 28/08/2012)

Figure C.3: The choice of study field by gender (%)



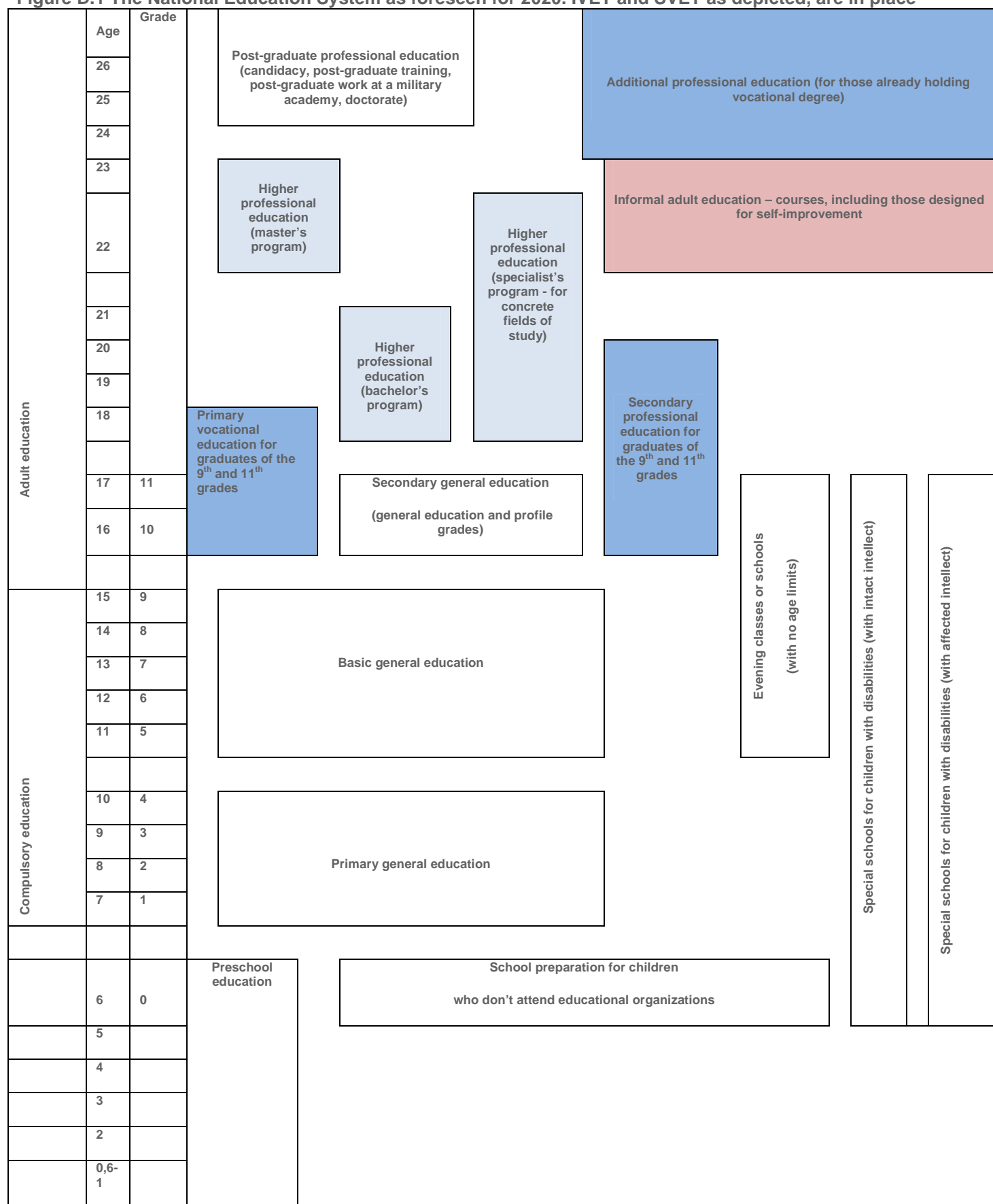
Source: The ETF Transition Study in the Kyrgyz Republic 2011/2012

Table C.4: Employment by type in rural and urban areas (%)

	2011	
	Urban	Rural
Total	100	100
Hired workers	78.1	45.9
Not hired workers	21.9	54.1
of which		
Employers	1.0	0.4
Self-employed	19.1	30.3
Members of collective productions	0.1	0.5
Unpaid family workers	0.5	13.2
Persons employed in private farms	1.2	9.7

Source: National Statistical Committee of the Kyrgyz Republic (2011), Employment and Unemployment, Bishkek.

Figure D.1 The National Education System as foreseen for 2020. IVET and SVET as depicted, are in place



Source: EDS 2020

ABBREVIATIONS

Agency	The Agency for Vocational and Professional Education under the Ministry of Youth, Labour and Employment of the Kyrgyz Republic
ADB	Asian Development Bank
ETF	European Training Foundation
GDP	Gross Domestic Product
GIZ	Gesellschaft für internationale Zusammenarbeit
IVET	Initial Vocational Education and Training
MES	Ministry of Education and Science of the Kyrgyz Republic
MYLE	Ministry of Youth, Labour and Employment of the Kyrgyz Republic (set up early 2012 based on the merger of the former Ministry of Labour, Employment and Migration and the Ministry of Youth)
NSBA	National Sample-Based Assessment
SVET	Secondary Vocational Education and Training
VET	Vocational Education and Training (it includes both IVET and SVET)

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