



ANALYTICAL REPORT

based on the results of a gender analysis of the system of school education, primary and secondary vocational education in the Kyrgyz Republic

**HERo – New narratives towards a gender equal society
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LIST OF ABBREVIATIONS

ADB	Asian Development Bank
APVE	Agency for Primary Vocational Education under the Ministry of Education and Science of the Kyrgyz Republic
AUCA	American University of Central Asia
CC KR	Criminal Code of the Kyrgyz Republic
CEDAW	UN Convention on the Elimination of All Forms of Discrimination against Women
EDS	Education Development Strategy in the Kyrgyz Republic for 2012-2020
EI	Educational institution
EMA	Educational-methodical association
GIZ	German Society for International Cooperation
GOS (SES)	State educational standard
GSP	Generalized System of Preferences
IAB	Internal affairs bodies
ICESCR	UN International Covenant on Economic, Social and Cultural Rights
ICT	Information and Communication Technologies
ILO	The International Labour Organization
ISCO	International Statistical Classification of Occupations
KR	The Kyrgyz Republic
MES KR	Ministry of Education and Science of the Kyrgyz Republic
MIA KR	Ministry of Internal Affairs of the Kyrgyz Republic
MLSP KR	Ministry of Labour, Social Protection and Migration of the Kyrgyz Republic
NGOs	Non-governmental organization
NSC KR	National Statistical Committee of the Kyrgyz Republic
PC	Personal Computer
PET	Professional education and training
PL	Professional Lyceum
PPA	Beijing Platform for Action
PVEs	Primary vocational education
RSMC	Republican Scientific and Methodological Center
SDF	Skill Development Fund
SDGs	Sustainable Development Goals
SVE	Secondary vocational education
SVEI	Secondary vocational educational institution
TVET	Vocational education and training

UDHR	Universal Declaration of Human Rights
UNESCO	United Nations Educational, Scientific and Cultural Agency
University	Higher education institutions
VET	Vocational education



INTRODUCTION

The Constitution of the Kyrgyz Republic determines that “everyone has the right to receive pre-school, basic general, secondary general and primary vocational education free of charge in state educational organizations.”

According to the census 2009, the literacy rate for the population aged 15 and older is over 99.2%. And the coverage of school education for 6 years increased to 99% with a contingent of more than 1 million 268 thousand schoolchildren¹.

However, there are differences between girls and boys in enrollment. The ratio of girls to boys in primary and basic education shows that girls are enrolled in lower secondary schools (grades 1-9) less than boys. However, girls are more likely to be educated in upper secondary school (grades 10-11), while boys drop out of education after grade 9.

The gender equality index at the primary school level is 1, at the basic school level - 1.01, at the senior school level - 0.97.

The net enrollment rate at the upper secondary level is declining and averages 87%. This phenomenon is associated with an increase in the number of adolescents who, due to material interests, are forced to acquire a profession at an earlier age. Some young people go to study in educational organizations of primary and secondary vocational education or to short-term courses that prepare them for an early entry into the labor market.²

If boys leave school more for economic reasons, girls drop out of school due to some tradition. One of them is early marriage: in Kyrgyzstan, 12.2% of girls marry before adulthood. Marriage before the age of 18 in rural areas is one and a half times more common than in urban areas.³

Studies conducted in Kyrgyzstan⁴ confirm that the marriage at a minor age negatively affects the education and development of girls, increases their vulnerability to various types of violence, threatens their life and health, as well as the life and health of their children.

Gender disproportion among students of primary and secondary vocational education is associated with personal choice. Thus, the proportion of girls among students significantly predominates in such specialties as education, consumer goods technology, health care, culture and art, and service. At the same time, it is rather low in such areas as architecture and construction, and the development of minerals.

Thus, distribution of male and female employability by type of economic activities has significant differences. In types of economic activity: women represent the largest proportion in the activities with the lowest wages such as education - 80%, health care and social services - 83%, real estate transactions - 88%.

¹Source: National Voluntary Review of the SDGs in the Kyrgyz Republic, Bishkek 2020

²ibid

³The Kyrgyz Republic: Second Progress Report on Achieving the Millennium Development Goals. Second edition (updated and revised). B., 2010. – P. 25

⁴One of the studies on this topic: Gender in the perception of society (results of the national survey), 2016. NSC KR, United Nations Population Fund, Peacebuilding Fund, International Organization for Migration, UN Women. Bishkek, 2016. - P.99-100. Available on website: <http://www.stat.kg/ru/statistics/gendernaya-statistika/>



And men are represented in economic activities where wages are higher, such as: mining industry and quarrying - 91%, provision of electricity, gas, steam and air conditioning - 90%, water supply, cleaning, waste treatment, etc. - 73%; construction - 97%, transport activities and storage of goods - 95%.

In average the ratio of women's wages to men's wages in the Kyrgyz Republic is around 72%.

Women in working ages are forced to stay longer on parental leave due to existing limited state and municipal childcare services. Women also, due to their family roles, often look for part time work and close to where they live. Although labor laws give parents with young children the right to reduced working hours, in practice only civil servants have the opportunity to use it. Women who want to work at an older age or, vice versa, young women, due to existing gender stereotypes, find it more difficult to find a job than men of the same age. The low level of wages in the sectors of the economy where women are concentrated is also a factor that does not encourage women to enter the labor market.

Given the current situation in the labor market, it is necessary to introduce new narratives and conduct more awareness-raising campaigns among the population aimed at changing gender stereotypes in choosing a profession and vocational education with a focus on girls.



CHAPTER 1. ASSESSMENT OF THE SITUATION WITH CHILDREN DROPPING OUT OF SCHOOL AND RELATIONS OF THIS PHENOMENA TO EARLY MARRIAGES IN THE KYRGYZ REPUBLIC

1.1. CHILDREN NOT ATTENDING SCHOOLS

Legislative framework

Legislation of the Kyrgyz Republic

Constitution of the Kyrgyz Republic has identified key provisions concerning the human rights and gender equality, in particular, in the context of SDG 4, the following norms can be cited:

- No one may be discriminated against on the basis of sex, race, language, disability, ethnicity, religion, age, political or other beliefs, education, origin, property or other status, or other circumstances (paragraph two of Part 1, Article 24);
- Everyone has the right to education (Part 1, Article 46);
- Basic general education is compulsory (Part 2, Article 46);
- Everyone has the right to receive pre-school, basic general, secondary general and primary vocational education free of charge in state educational organizations (Part 3, Article 46);
- The state creates conditions for everyone to learn state, official and one international language, starting from preschool education institutions to basic general education (Part 4, Article 46);
- The state creates equal conditions for the development of state, municipal and private educational institutions (Part 5, Article 46);
- The state promotes the professional development of citizens in the manner prescribed by law (Part 7, Article 46);

In accordance with Art. 5 of the Law of the Kyrgyz Republic "On Guaranteed State Minimum Social Standards"⁵ their system includes standards in the field of education. According to Art. 8 of the Law, they consist of standards that provide a minimum level of social protection for students at all levels of education. It is obligatory for every citizen to receive primary, basic and general secondary education in state and municipal educational organizations free of charge.

Education, according to Art. 4 of the **Law of the Kyrgyz Republic "On Education"**⁶, is a priority strategic direction of the state policy of the Kyrgyz Republic, among the principles of its organization are:

- equality of the rights of all citizens to receive a quality education⁷;
- mandatory and free of charge for every citizen to receive secondary education in state and municipal educational institutions;
- the possibility of obtaining free primary, secondary and higher vocational education in state educational institutions within the requirements of state educational standards;

⁵dated May 26, 2009 N 170

⁶dated April 30, 2003 N 92

⁷At the same time, the Constitution of the Kyrgyz Republic speaks of the right of everyone to education



- the humanistic nature of education, the priority of universal human values in combination with national cultural wealth, the education of citizenship, diligence, patriotism and respect for human rights and freedoms;
- the secular nature of education in educational institutions;
- general accessibility of secondary general education, compliance of the education system with the levels and characteristics of the development and training of students; and etc.

Important norm in the Law is that according to which the state pursues a policy of social protection of children to involve them in the general educational process, regardless of age, gender, ethnic and religious affiliation, educational achievements, socio-economic status and takes on state support orphans, as well as children with health limitations.

In Clause 1, Article 5 of the **Law of the Kyrgyz Republic "On preschool education"**⁸ it is stated that preschool children who are citizens of the Kyrgyz Republic, regardless of race, political, religious and other beliefs of their parents, gender, ethnic and social origin, property status, place of residence, language or other characteristics, have equal rights to receive preschool education in preschool educational organizations.

Law of the Kyrgyz Republic "On the status of a Teacher"⁹ is gender-neutral and does not contain special norms regarding inclusive education. In the norms of Art. 4, devoted to the principles of pedagogical activity of a teacher, it is said about the prevention of direct, hidden and (or) indirect discrimination, restriction of rights or provision of privileges to students on the basis of gender, race, language, disability, ethnicity, religion, age, origin, property or other status, as well as other circumstances.

Law of the Kyrgyz Republic "On primary professional education"¹⁰ is also gender-neutral, does not contain provisions regarding inclusive education.

Children's Code of the Kyrgyz Republic¹¹ proclaims that the state policy in the field of ensuring the rights and interests of children is aimed, among other things, at observing the principles of gender equality (Clause 4, Part 1, Article 6).

The foundations of gender equality in education are laid down in the **Law of the Kyrgyz Republic "On State Guarantees of Equal Rights and Equal Opportunities for Men and Women"**¹². Art. 5 of the Law prohibits direct and indirect gender discrimination, and the latter includes the reproduction of gender stereotypes through the media, education, culture, as well as the establishment of conditions, requirements that have caused or may cause negative consequences in the form of harm to persons of a certain sex.

⁸dated June 29, 2009 N 198

⁹dated January 14, 2001 N 9

¹⁰of November 26, 1999 N 129

¹¹dated July 10, 2012 N 100

¹²dated August 4, 2008



International Documents

The right to education is one of the fundamental human rights recognized at the level of the international community and proclaimed in international documents, in particular, they include:

- the Universal Declaration of Human Rights of 1948;
- International Covenant on Economic, Social and Cultural Rights 1966¹³;
- International Covenant on Civil and Political Rights 1966¹⁴ and Optional Protocols thereto;
- Convention on the Elimination of All Forms of Discrimination against Women, 1979¹⁵;
- Convention against Discrimination in Education, 1960¹⁶;
- Convention on Technical and Vocational Education 1989¹⁷;
- Convention on the Rights of the Child 1989¹⁸;
- Convention on the Rights of Persons with Disabilities 2006¹⁹ and etc.

1948 Universal Declaration of Human Rights (UDHR) is the first global set of rights that all people enjoy. The rights proclaimed by the UDHR in relation to SDG 4 include:

- the right to equal protection against any kind of discrimination, and from any kind of incitement to such discrimination (Article 7);
- to education (Article 26), and technical and vocational education must be publicly available.

International Covenant on Economic, Social and Cultural Rights 1966 (ICESCR) contains a list of human rights, among which, for the purposes of this analysis, we can single out: “the right of everyone to education. At the same time, secondary education in its various forms, including vocational secondary education, must be open and made available to everyone by taking all necessary measures and, in particular, the gradual introduction of free education” (Clauses 1, 2, Article 13).

In accordance with Clause 1, Article 28 of the 1989 Convention on the Rights of the Child, the Participating States recognize the right of the child to education, and with a view to progressively achieving the realization of this right on the basis of equal opportunity, they, in particular:

- a) introduce free and compulsory primary education;

¹³The Kyrgyz Republic joined by resolution of the JK dated January 12, 1994 N 1406-XII

¹⁴The Kyrgyz Republic joined by resolution of the JK dated January 12, 1994 N 1406-XII

¹⁵The Kyrgyz Republic joined by resolutions of the Legislative Assembly of the JK dated January 25, 1996 Z N320-1 and Assembly of People’s Representatives of the JK dated March 6, 1996 P N257-1

¹⁶The Kyrgyz Republic joined by resolutions of the Legislative Assembly of the JK dated July 8, 1995 No. 132-1 and Assembly of People’s Representatives of the JK dated June 10, 1995 P No. 96-1

¹⁷The Kyrgyz Republic joined by resolutions of the Legislative Assembly of the JK dated July 8, 1995 No. 128-1 and Assembly of People’s Representatives of the JK dated June 10, 1995 No. 91-1

¹⁸The Kyrgyz Republic joined by resolution of the JK dated January 12, 1994 N 1402-XII.

¹⁹Approved by the Decree of the Government of the Kyrgyz Republic dated September 16, 2011 N 422-r



b) encourage the development of various forms of secondary education, both general and vocational, ensure its accessibility to all children and take such necessary measures as the introduction of free education and the provision of financial assistance in case of need;

c) ensure that higher education is accessible to all on the basis of the abilities of each by all necessary means;

(d) ensure that information and materials in the field of education and training are accessible to all children;

e) take measures to promote regular school attendance and reduce the number of students dropping out of school.

The main document in the field of ensuring gender equality is the CEDAW. The state has undertaken to take measures to change the social and cultural patterns of behavior of men and women in order to eradicate prejudices, customs and all other practices that are based on the idea of inferiority or superiority of one of the sexes or the stereotype of the role of men and women (Article 5).

In Article 10 of CEDAW it is noted that the participating States take all measures to eliminate discrimination against women in order to ensure them equal rights with men in the field of education:

a) the same conditions for choosing a profession or a specialty, access to education and obtaining diplomas in educational institutions of all categories, both in rural and urban areas; this equality is ensured in preschool, general, special and higher technical education, as well as in all types of vocational training;

b) access to the same curricula, the same examinations, teaching staff of the same qualifications, school premises and equipment of the same quality;

(c) removal of any stereotyped concept of the roles of men and women at all levels and in all forms of education by encouraging co-education and other types of education that will help to achieve this goal, and in particular by reviewing textbooks and school curricula and adapting teaching methods;

d) the same opportunities for scholarships and other educational benefits;

(e) equal opportunities for access to continuing education programmes, including adult literacy and functional literacy programmes, aimed in particular at closing any knowledge gap between men and women as soon as possible;

(f) reducing the number of girls dropping out of school and developing programs for girls and women who dropped out of school prematurely;

g) the same opportunities to participate in sports and physical training;

h) access to specific educational information to help ensure the health and well-being of families, including information and advice on family planning.

In Clause 69 of the PPA education is regarded as one of the human rights and the most important means of achieving such goals as equality, development and peace. “Non-discriminatory education benefits both girls and boys and thus ultimately contributes to the development of more equal relations between men and women. Equity in access to and opportunity for education is essential if more women are to become active agents of change”... “Investing in formal, non-formal education and training for girls and women, with



exceptionally high social and economic returns, has proven to be one of the best means of achieving the goals of sustainable development and economic growth”. The following are named as strategic goals in the field of education in the PPA:

- Ensuring equal access to education;
- Elimination of illiteracy among women;
- Increasing women's access to vocational training, science and technology education and continuing education;
- Development of non-discriminatory approaches to education and training;
- Allocate sufficient resources for educational reforms and monitor their progress.

In Article 3, **Convention against Discrimination in Education** states that, in order to eliminate or prevent discrimination, states undertake:

- a) cancel all legislative decisions, administrative orders, stop administrative practices of a discriminatory nature in the field of education;
- (b) if necessary, to take legislative measures needed to eliminate all discrimination in the admission of students to educational institutions;

Convention on Technical and Vocational Education 1989 recognizes the need to make special efforts for the technical and vocational training of women and girls. The operation of the Convention concerns all forms and levels of technical and vocational education. In doing so, “the contracting States shall ensure that no person possessing the requisite level of knowledge for admission to technical and vocational schools shall be subjected to discrimination on grounds of race, skin color, sex, language, religion, national or social origin, political or other beliefs, economic status, birth, or any other sign” (Clause 3, Article 2), as well as “take measures to ensure equal access to technical and vocational education and equality of educational opportunities during the educational process” (Paragraph 1, Clause 4 Article 2).

National strategic documents

The Strategy for 2018-2040 notes that the modernization of educational policy aimed at new results and the quality of education is being consistently implemented in the Kyrgyz Republic. Such principles of organizing the education system as accessibility and quality of education for all categories of citizens will be preserved.

In Development Program for 2018-2022 among the key problems it was noted: “Despite the high coverage of the preschool program, the majority of young children continue to drop out of the full-fledged system of preschool education in the most important period of life, when the foundation of personality is being formed. The levels of free education guaranteed by the Constitution have not yet made the transition from traditional teaching methods to approaches and standards that place greater emphasis on the competencies and critical thinking of students. Vocational education remains distant from the needs of a changing market and development priorities. Higher education is not generally recognized outside the country, does not provide tangible benefits for graduates, and is not a catalyst for social and economic growth, innovation or the vanguard of society. The working generation and the older generation do not have access to opportunities for self-improvement and creative self-realization, advanced training and retraining.”

In the **National Strategy of the Kyrgyz Republic on achieving gender equality until 2020** it was noted that the sphere of education plays one of the key roles in establishing gender equality. The presence of generalized knowledge and skills of an applied nature, ranging from the use of technology to the ability to communicate with one's own child, is an important component that ensures both economic growth and an increase in the quality of life in general.

In **Education development strategy in the Kyrgyz Republic for 2012-2020 (EDS)** it is noted that its implementation will ensure the creation of an education system that prepares citizens who will share the values of human rights and freedoms, gender equality. One of the tasks is to create a system of strategic planning and management in the education sector based on technologies for collecting and analyzing information, including gender-disaggregated statistical data. The increase in the proportion of girls entering primary vocational schools is named as one of the main indicators of primary vocational education. The implementation of the EDS 2020 will ensure the creation of an education system that prepares citizens who will have strong communication skills, as well as share the values of human rights and freedoms, gender equality, and respect cultural, ethnic and political diversity.

Statistics and data

Participation rate of adults and youth in formal and non-formal education and training in the last 12 months, by sex

This indicator is not tracked exactly in this formulation in Kyrgyzstan; a more traditional system of collecting statistics by education levels is used. Thus, in terms of school education, enrollment varies by class.

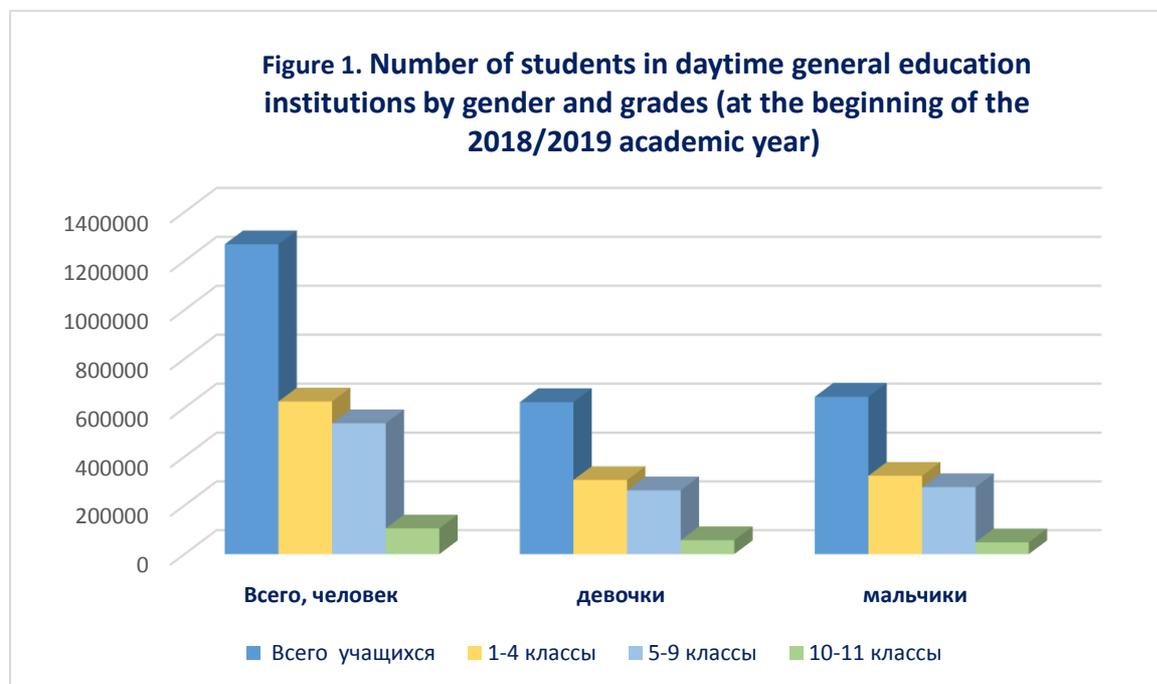




Table 1. Number of students in daytime general education institutions by gender and grades
(at the beginning of the 2018/2019 academic year)

	Total students	including		
		1-4 grades	5-9 grades	10-11 grades
Total, people	1 268 068	625 767	536 768	105 533
Girls	623 144	304 210	261 853	57 081
Boys	644 924	321 557	274 915	48 452
Share in the total number of students, in percent:				
Girls	49.1	48.6	48.8	54.1
Boys	50.9	51.4	51.2	45.9

There are differences between girls and boys in enrollment. The ratio of girls to boys in primary and basic education shows that girls are enrolled in lower secondary schools (grades 1-9) less than boys. However, girls are more likely to be educated in upper secondary school (grades 10-11), while boys drop out of education after grade 9.

Studies conducted in Kyrgyzstan show that in terms of the gender structure of schoolchildren in various age categories, there is a dependence of the size of the imbalance on the age of the children, as well as on the territory of their residence. The excess of the enrollment rate for girls over the corresponding indicator for boys is especially noticeable in Bishkek and Osh, in the Chui region surrounding the capital, regions in which the number of students in education exceeds their statistical number.

This is mainly due to poverty, the irresponsibility of parents and the early start of labor activity in order to earn money. Boys drop out of the school system, on average, more than twice as many as girls. Without proper educational training, they join the ranks of the unemployed. There are more homeless children and delinquents among them.²⁰

Table 2. The number of children and adolescents aged 7-17 (grades 1-11) who did not start classes in general education organizations for reasons, by gender (people)²¹

The name of indicators	2010	2016	2017	2018	2019	2020
Boys						
Total children who have not started classes in general education organizations	2178	1469	1464	1622	1662	1570
including for reasons:						

²⁰Kyrgyz Republic: Third Progress Report on Achieving the Millennium Development Goals MDGs. - p.35 file:///C:/Users/admin/Downloads/KGZ_Third_MDG_Progress_Report_2014_RUS.pdf

²¹ <http://www.stat.kg/ru/statistics/obrazovanie/>

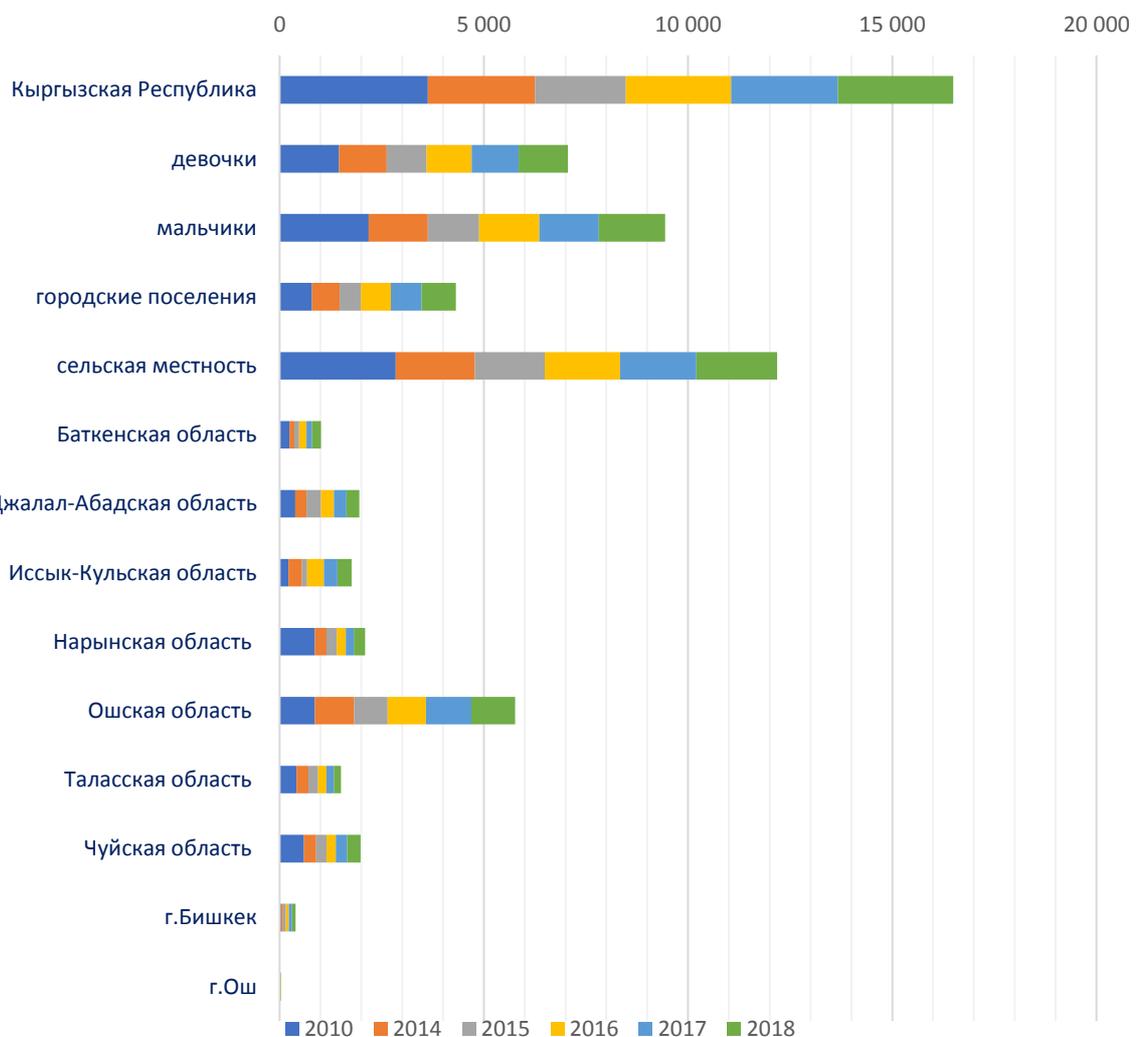


material difficulties	85	84	99	104	152	115
parental reluctance	151	17	24	39	4	27
lack of necessary documents (birth certificates, residence permits)	-	3	-	4	-	-
for family reasons	287	287	320	400	374	271
no desire to study	203	26	29	66	34	39
dysfunctional families	27	8	9	12	13	8
do not speak the language	9	-	-	-	-	-
married, pregnant, became parents (mother, father)	-	-	-	-	-	-
work	183	241	218	108	121	93
lack of transport (the school is located far from home)	-	2	-	3	-	-
temporary seasonal work (agricultural work, pasture grazing)	-	6	2	11	17	3
inappropriate age for the grade	-	1	-	20	6	6
due to illness	381	39	27	44	35	12
children with disabilities	611	755	736	811	906	996
for other reasons	241	-	-	-	-	-
Girls						
Total children who have not started classes in general education organizations	1454	1107	1149	1204	1172	1075
including for reasons:						
material difficulties	61	90	147	118	110	93
parental reluctance	114	18	22	30	8	14
lack of necessary documents (birth certificates, residence permits)		6	-	-	-	-
for family reasons	237	194	220	272	260	139
no desire to learn	127	12	10	73	33	23
dysfunctional families	13	5	11	10	17	14
do not speak the language	21	-	1	0	-	-
married, pregnant, became parents (mother, father)		-	-	0	-	-
work	74	204	199	121	91	75
lack of transport (the school is located far from home)		-	-	2	-	-
temporary seasonal work (agricultural work, pasture grazing)		-	1	4	8	-
inappropriate age for this class		-	1	18	3	3
due to illness	260	36	20	31	27	9
children with disabilities	393	542	517	525	615	705
for other reasons	154	-	-	-	-	-



Boys also predominate among children who have not started classes in general educational institutions. They are more likely to continue their studies in vocational schools or are forced to enter a profitable labor activity. It is noteworthy that in a number of regions a different phenomenon is observed: the coverage of boys is greater than the corresponding figure for girls. This is typical for the two northern regions - Naryn and Issyk-Kul, as well as for all the southern regions of the country (Batken, to a lesser extent Jalal-Abad and Osh regions). Almost all oblasts (except Issyk-Kul) are oblasts with a low level of enrollment in basic education, but at the same time they are all subsidized. In the Naryn region, there are two pronounced trends at the same time. The first is a general decrease in the enrollment of children in basic school education, the second is that the enrollment of girls is declining at a faster rate. At the same time, if boys leave school more for economic reasons, girls drop out of school due to some traditions. One of them is early marriage: in Kyrgyzstan, 12.2% of girls

Figure2. The number of children and adolescents aged 7-17 years who have not started classes in general education organizations





marry before adulthood. Marriage before the age of 18 in rural areas is one and a half times more common than in urban areas.²².

Working children, to varying degrees, lose their connection with school and interrupt the process of obtaining secondary education. As a result, a significant number of children enter the unskilled labor market.²³.

The reasons for non-attendance at school, apart from poverty and the need to earn money, are the low responsibility of parents to fulfill their obligations towards children, the lack of measures to influence disadvantaged families and families at risk, high turnover and a shortage of juvenile inspectors. Legislation practically does not allow influencing parents who prevent their children from attending school. Despite the presence in the Code of Administrative Responsibility (Article 65): “non-fulfillment or improper fulfillment of duties for the upbringing and education of a minor (teenager) by a parent or other person who is entrusted with these duties, as well as by a teacher or other employee of an educational, educational, medical or other institution obliged to supervise a minor - entails a warning or imposition administrative fine from three to five calculation indices”. If these actions entailed the systematic use by minors of alcoholic beverages, narcotic drugs and psychotropic substances, or vagrancy or begging, as well as the commission by them of an act containing signs of a crime or intentional administrative offenses, the amount of administrative fine increases from ten to twenty calculated indicators. However, law enforcement practice has not been formed.

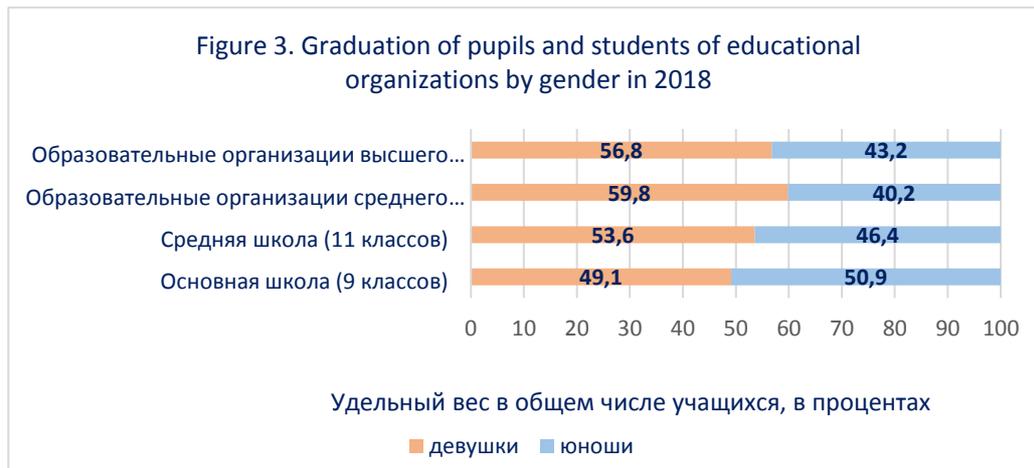
The table presents data on the number of people studying in vocational education organizations.

Table 3. Graduation of pupils and students of educational organizations by gender in 2018

	Total, person	Including		Share in the total number of students, in percents	
		girls	young men	girls	young men
Basic school (9 grades)	91 785	45 078	46 707	49.1	50.9
Secondary school (11 grades)	49 847	26 713	23 134	53.6	46.4
Educational organizations of secondary vocational education	27 647	16 534	11 113	59.8	40.2
Educational organizations of higher professional education	33 100	18 815	14 285	56.8	43.2

²²Kyrgyz Republic: Second Progress Report on Achieving the Millennium Development Goals. Second edition (updated and revised). B., 2010. – P. 25

²³Kyrgyz Republic: Second Progress Report on Achieving the Millennium Development Goals. Second edition (updated and revised). B., 2010. - P. 25



Statistics show that there is a gradual “washout” of men at all levels of education: 50.9% of boys graduate from 9th grade, 46.4% from 11th grade, 40.2% receive secondary vocational education, and 43.2% receive higher education. An analysis of 10 years of National Assessment of Student Achievement data also shows that girls' educational achievements are steadily improving, while boys are lagging behind in these indicators. This state of affairs may gradually lead to the formation of a gap in the level of education of women and men, which in the future may have negative demographic and social consequences.

1.2. EARLY MARRIAGES

Legislative framework

Legislation of the Kyrgyz Republic

The legislation of the Kyrgyz Republic in terms of guarantees for ensuring gender equality is quite progressive.

Constitution of the Kyrgyz Republic in Article 24, Clause 1 proclaims the principle of non-discrimination based on sex, race, language, disability, ethnicity, religion, age, political or other beliefs, education, origin, property or other status, as well as other circumstances. At the same time, it is affirmed that special measures established by law and aimed at ensuring equal opportunities for various social groups in accordance with international obligations do not constitute discrimination. In the same Article, Clause 3, it is established that in the Kyrgyz Republic men and women have equal rights and freedoms, equal opportunities for their implementation. The Constitution guarantees equal voting rights for men and women.

In 2003, the Law “On the Fundamentals of State Guarantees for Ensuring Gender Equality” was adopted; in 2008, its new version “On Equal Rights and Equal Opportunities for Men and Women” was adopted, which more broadly defines the mechanisms for ensuring gender equality and the responsibility of government bodies. In Article 11 of the Law clarifies the mechanism for ensuring voting rights: “In order to achieve parity democracy, the state has the right to establish special measures aimed at supporting candidates of the underrepresented gender. The participation of political parties in elections requires guaranteed parity representation in the lists of candidates of both sexes.” In Kyrgyzstan,



legally defined special measures are widely used to ensure the representation of women and men in some state bodies.

The Kyrgyz Republic is one of the first post-Soviet countries to adopt a law to protect victims of domestic violence. In 2003, the Law of the Kyrgyz Republic “On Social and Legal Protection from Domestic Violence” was adopted; in 2017, an updated law “On Protection and Protection from Domestic Violence” was adopted²⁴. The number of subjects of its execution has increased and includes 11 authorized bodies. For each of them, the Law sets tasks, approved a mechanism for interdepartmental coordination and interaction in the process of their implementation. In particular, it provides for the redirection of victims of domestic violence to provide the necessary legal, medical and psychological assistance, social support and counseling services.

The law contains a number of innovative norms, including the duty of the Department of Internal Affairs to strictly respond to incoming appeals on the facts of domestic violence from any person, not only from the victim himself, the introduction of a single protection order. For the first time, the introduction of correctional programs for perpetrators of violence to change violent behavior is envisaged. The implementation of the law in law enforcement practice has been expressed in a number of by-laws and departmental acts²⁵.

In 2008 adopted the Law "**On protection chest feeding children and regulation of marketing of products and means for artificial food of children**".

Labor, Family, Civil and Criminal Codes of the Kyrgyz Republic also contain articles aimed at protecting women's rights and achieving gender equality.

National programs

In the section "Picture of the future. Development Goals" of the Strategy 2018-2040 noted that “Kyrgyzstan has ensured the full and equal participation of women in management at all levels of decision-making in political, economic and public life. State programs are being implemented aimed at achieving gender equality and eliminating the imbalance between the opportunities of women and men.” Among the Priority Development Directions for the period up to 2023, the task of "providing citizens with equal opportunities to realize their abilities, regardless of the level of well-being and social status, place of residence and ethnicity, religion, gender and other differences" is indicated.

The Development Program 2018-2022 outlines a number of cross-cutting priorities - gender, environmental and technological dimensions, which should be integrated into each of the directions of the Program (clause 1.4.6.). It is important that the cross-cutting nature of the gender aspect of development for the first time for state programs of this level contains an explanation of the essence of this approach in the text of the document itself:

²⁴ <http://cbd.minjust.gov.kg/act/view/ru-ru/111570>

²⁵ Decree of the Government of the Kyrgyz Republic "On approval of the form of a protection order" dated October 3, 2017 No. 642, <http://cbd.minjust.gov.kg/act/view/ru-ru/10022?cl=ru-ru>; Order of the Ministry of Internal Affairs of the Kyrgyz Republic "On approval of the Instructions for organizing the activities of the internal affairs bodies of the Kyrgyz Republic for the protection and protection against domestic violence" dated November 14, 2017 No. 970.



7.1. Gender aspect of development

7.1.1. Achieving the goals and objectives set within the framework of this Concept is impossible without ensuring the full participation of women and girls, and empowering them. Therefore, the evaluation of the gender dimension of the program is a mandatory step.

7.1.2. Criteria should be defined for a gender-oriented policy that is cross-cutting and inclusive. These criteria should inform all priority areas of development and measures taken, through the inclusion of gender aspects, gender analysis of issues and the expected impact of measures taken, the definition of gender-sensitive indicators.

7.1.3. The end result is ensuring gender parity in both decision-making and participation in the implementation of given directions, reducing the prerequisites for gender discrimination, and expanding opportunities in all areas of human development.

7.1.4. The government will make the necessary efforts to measurably improve the situation in the field of ensuring equality in all parameters of the human dimension, including equal rights to work and the value of work, equal access to socio-economic benefits, public infrastructure, and security and justice infrastructure.

The proposed tasks and measures are fully consistent with the goals and objectives defined in the National Strategy for Achieving Gender Equality until 2020²⁶.

International obligations

Kyrgyzstan has ratified international documents regulating issues of equal rights and equal opportunities for women and men in various fields:

- Convention on Equal Remuneration for Men and Women for Work of Equal Value (1951);
- Discrimination (Employment and Occupation) Convention (1958);
- Convention on the Elimination of Discrimination against Women (1979);
- Convention on Equal Treatment and Equal Opportunities for Men and Women Workers: Workers with Family Responsibilities (1981);
- Optional Protocol to CEDAW (2000);
- ILO Convention No. 97 concerning Migrant Workers (1949)²⁷;
- Convention on the Rights of the Child (1989)²⁸;
- Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography (2000)²⁹;
- Convention against Discrimination in Education (1960)³⁰;

²⁶Approved by the Decree of the Government of the Kyrgyz Republic dated July 27, 2012 No. 443

²⁷The Kyrgyz Republic joined by the Law of the Kyrgyz Republic dated February 12, 1994 N 1409-XII

²⁸The Kyrgyz Republic joined by the resolution of the Jogorku Kenesh of the Kyrgyz Republic dated 12.01.1994 N 1402-XII

²⁹The Kyrgyz Republic joined by the Law of the Kyrgyz Republic dated 12.07.2002 N 118

³⁰The Kyrgyz Republic acceded by the resolutions of the Legislative Assembly of the Jogorku Kenesh of the Kyrgyz Republic of June 8, 1995 Z N 132-1 and the SNP of the Jogorku Kenesh of the Kyrgyz Republic of June 10, 1995 P N 96-1



- Convention on Technical and Vocational Education (1989)³¹;
- Supplementary Convention for the Abolition of Slavery, the Slave Trade and Institutions and Practices Similar to Slavery (1956)³²;
- ILO Convention No. 105 on the Abolition of Forced Labor (1957)³³;
- ILO Convention No. 150 on Labor Administration: Role, Functions and Organization (1978)³⁴;
- Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (1990)³⁵;
- Convention on the Recovery of Alimony Abroad (1956)³⁶.

Statistics and data

In this section of the Analysis, in addition to the data of the NSC KR, the materials of the Fifth Periodic Report of the Kyrgyz Republic on the implementation of the norms of the Convention on the Elimination of All Forms of Discrimination against Women for the period from 2013 to 2018 are used.³⁷, as well as Alternative record to this report³⁸ prepared by the Council of Non-Governmental Organizations. Both documents were submitted to the UN CEDAW Committee in 2019.

Given the wording of global target 5.3.: “Eradicate all harmful practices such as child, early and forced marriage and female genital mutilation”, in the Kyrgyz Republic this indicator is tracked through the analysis of crimes such as early and forced marriage, as well as polygamy.

Official data on discriminatory marital practices, including the number of those who married at premarital age, at the level of the republic is difficult, because they may not have state registration. According to the 2018 Multiple Indicator Cluster Survey, the NSC provides such statistics.

³¹The Kyrgyz Republic acceded by the resolutions of the Legislative Assembly of the Jogorku Kenesh of the Kyrgyz Republic of June 8, 1995 Z N 128-1 and the SNP of the Jogorku Kenesh of the Kyrgyz Republic of June 10, 1995 P N 91-1

³²The Kyrgyz Republic joined by the Law of the Kyrgyz Republic dated July 26, 1996 N 53

³³Ratified by the Law of the Kyrgyz Republic dated March 19, 1998 N 22

³⁴Ratified by the Law of the Kyrgyz Republic of July 15, 2003 N 136

³⁵The Kyrgyz Republic joined by the Law of the Kyrgyz Republic dated April 15, 2003 N 80

³⁶The Kyrgyz Republic joined by the Law of the Kyrgyz Republic dated December 30, 2003 N 246

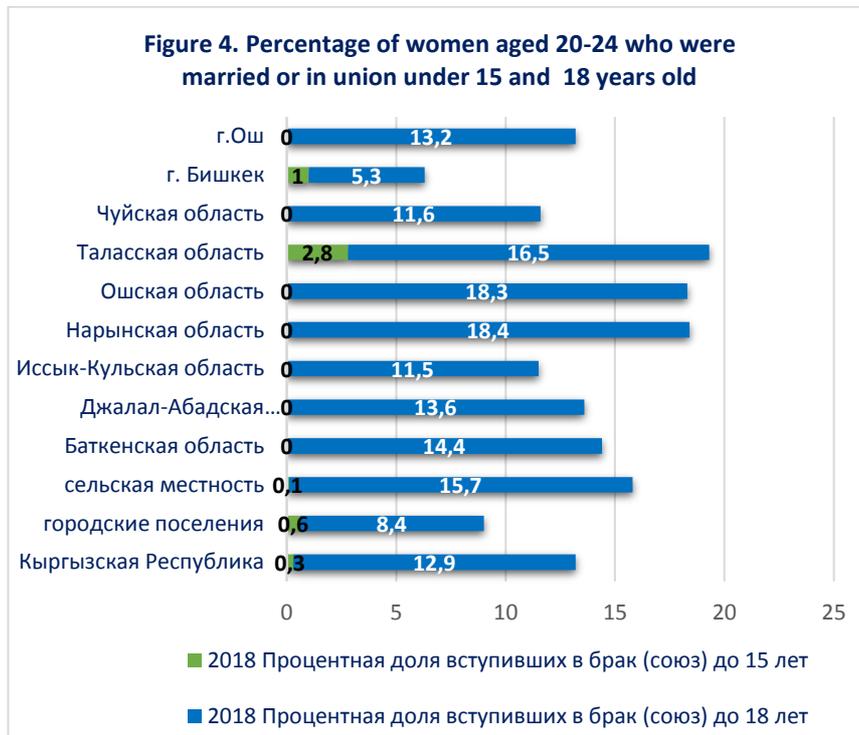
³⁷Decree of the Government of the Kyrgyz Republic dated March 1, 2019 No. 35, <http://cbd.minjust.gov.kg/act/view/ru-ru/216900>

³⁸ <http://wsc.kg/sovet-npo/>

Table 4. Percentage of women aged 20-24 who were married or in union before age 15 and before age 18

	2018	
	Percentage of those who entered into marriage (union) under 15	Percentage of those who are married (union) under 18
Kyrgyz Republic	0.3	12.9
Urban settlements	0.6	8.4
Rural areas	0.1	15.7
Batken region	0.0	14.4
Jalal-Abad region	0.0	13.6
Issyk-Kul region	0.0	11.5
Naryn region	0.0	18.4
Osh region	0.0	18.3
Talas region	2.8	16.5
Chui area	0.0	11.6
Bishkek	1.0	5.3
Osh city	0.0	13.2

According to the cluster survey on multiple indicators, 2018.



Indirectly, this indicator can also be tracked through the indicator of the number of children born to women aged 15-19.

Figure 5. Number of children born to women aged 15-19(per 1000 women of corresponding age)

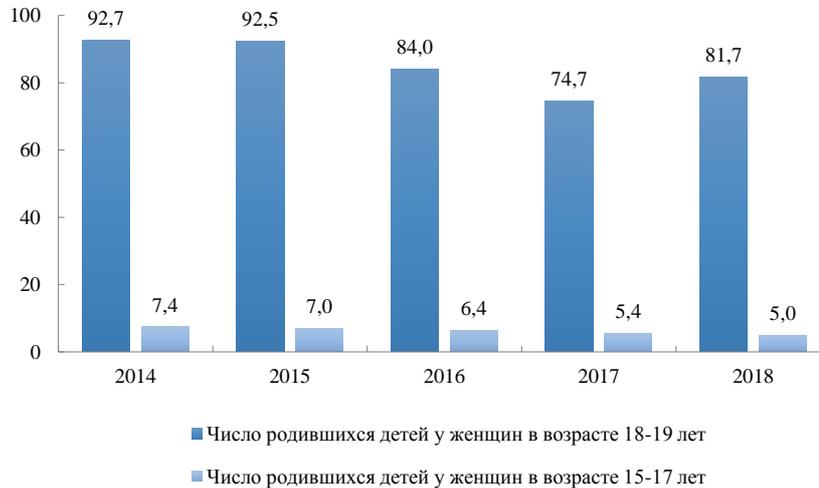


Table 5. Fertility in women of premarital age (15-17 years) by territory (number of births per 1,000 women of a given age)

	2014	2015	2016	2017	2018
Kyrgyz Republic	7.4	7.0	6.4	5.4	5.0
Batken region	3.5	4.4	2.4	2.5	1.5
Jalal-Abad region	8.7	8.0	6.6	5.2	3.9
Issyk-Kul region	6.4	6.8	6.9	6.0	5.4
Naryn region	5.3	3.6	5.0	2.2	4.2
Osh region	5.5	6.1	4.7	4.3	3.0
Talas region	15.3	11.6	12.1	8.9	8.2
Chui area	12.6	10.6	10.0	11.7	12.0
Bishkek	5.7	4.6	5.8	2.8	4.5
Osh	5.9	8.1	8.0	5.2	4.5

The highest birth rate among girls of premarital age was observed in Talas and Chui regions, where in 2018 it exceeded the republican indicator by 1.6-2.4 times and amounted to 8.2 and 12.0 newborns per 1000 girls of the age of 15-17 years old.

According to the Demographic and Health Survey, 14% of women were married before the age of 18 and less than 1% of women were married before they were 15 years old. At the same time, there were no men who married before the age of 18.³⁹The Health Indicator Cluster Survey found that among women aged 15–49, 0.4% were married before age 15, and

³⁹NSC KR, MOH [KR] and ICF International 2013. Demographic and Health Survey KR 2012. Bishkek, Kyrgyz Republic and Calverton, Maryland, USA: NSC, MOH and ICF International.



12.7% of women aged 20–49 were married before age 18. There are cases of polygamy - 0.9% of women are in a polygamous marriage / union⁴⁰.

The problems of marriages with minors are studied in the study "Gender in the perception of society"⁴¹, according to which 20% of respondents personally know girls married at a minor age.

45% of the girls who were given in marriage before the age of 18, which were known to the survey participants, were married by the decision of adults. The vast majority of respondents (77%) believe that a woman who marries at a minor age is more likely to become heavily dependent on her husband and, most likely, will be left without a profession. Marriage at a minor age negatively affects the education and development of girls, increases their vulnerability to various types of violence, threatens their life and health, as well as the life and health of their children.

The increase in the number of marriages with minors is influenced by factors such as growing poverty and the desire of the family to get rid of the girl, early sexual activity of young people against the backdrop of insufficient knowledge about family planning, and the growing influence of religions that allow girls to marry at an early age. Often, underage marriages are committed through the forced abduction of girls for marriage⁴². However, appealing to law enforcement agencies does not guarantee punishment of the perpetrators. A study of the judicial practice of 23 criminal cases on coercion into actual marriage with a person under the age of 17 (for 2012-2015) showed that 12 cases were dismissed.

Since 2016, criminal liability has been provided for violation of the law on marriageable age during religious ceremonies (Articles 154, 155-1)⁴³. The Criminal Code of the Kyrgyz Republic introduced a provision that "Parents (persons replacing them) of a person in respect of whom a religious ceremony of marriage was performed, a person who performed a religious ceremony of marriage, as well as an adult person in respect of whom a religious ceremony of marriage was performed with a minor, in violation of the law on marriageable age - shall be punished by imprisonment for a term of three to five years".

After the criminalization of this act, a total of 17 such cases were registered, according to the results of their checks, 10 criminal cases were initiated. As a result of the investigation and judicial review of the noted criminal cases, 8 convictions were issued and 22 persons were sentenced (conditionally).

⁴⁰NSC KR, United Nations Children's Fund (UNICEF), KR. Multiple Indicator Cluster Survey 2014. Final Report. Bishkek, KR: NSC KR, United Nations Children's Fund (UNICEF). pp.196-203

⁴¹Gender in the perception of society (results of the national survey), 2016. NSC KR, United Nations Population Fund, Peacebuilding Fund, International Organization for Migration, UN Women. Bishkek, 2016. - P.99-100. Available on website: <http://www.stat.kg/ru/statistics/gendernaya-statistika/>

⁴² Gender in the perception of society (results of the national survey), 2016. NSC KR, United Nations Population Fund, Peacebuilding Fund, International Organization for Migration, UN Women. Bishkek, 2016. - P.121. Available on website: <http://www.stat.kg/ru/statistics/gendernaya-statistika/>

⁴³Law of the Kyrgyz Republic "On Amendments to Certain Legislative Acts of the Kyrgyz Republic (Criminal Code of the Kyrgyz Republic, Family Code of the Kyrgyz Republic) dated November 17, 2016 No. 179.

**Table 6. Data of the Justice Department under the Supreme Court of the Kyrgyz Republic on the work of the courts of first instance in criminal cases under Art. 154, 155-1 of the Criminal Code of the Kyrgyz Republic**

Year	Remain- ing cases at the begin- ning of the repor- ting perio- d	Receiv- ed during the reporti- ng period	Consider- ed with a verdict	Disc- onti- nue- d	Retur- ned to the prose- cutor	Total compl- eted	The data is in persons convicted (gender)		
							M	w	CC terminat- ed
2013	-	9	4	1	3	8	6	1	2
2014	1	6	4	3	-	7	9	-	3
2015	-	4	1	1	2	4	2	-	3
2016	-	10	5	1	2	9	8	-	3
2017	1	4	3	1	1	5	3	-	3

A plan was adopted to implement the law on the prevention of early marriages, approved by a joint order dated December 21, 2017 No. 1084 by 8 state bodies: the Ministry of Labor and Social Development of the Kyrgyz Republic, the Ministry of Internal Affairs of the Kyrgyz Republic, the Ministry of Education and Science of the Kyrgyz Republic, the Ministry of Culture, Information and Tourism of the Kyrgyz Republic; The Ministry of Health of the Kyrgyz Republic, the State Commission for Religious Affairs of the Kyrgyz Republic, the State Agency for Youth Affairs, Physical Culture and Sports of the Kyrgyz Republic and the Ombudsman of the Kyrgyz Republic. The Ministry of Internal Affairs of the Kyrgyz Republic has developed a methodological manual on the prevention of early marriages among minors, and the Ministry of Education and Science of the Kyrgyz Republic has distributed a special instructive letter on work among students of general educational institutions on the prohibition of participation in religious marriage "nikah" before the minimum marriageable age.

The Spiritual Board of Muslims of Kyrgyzstan contributed to the solution of this problem by adopting an order dated December 21, 2016 No. 410 "On the prohibition of imams from performing the *nikah* ritual with persons under 18."

Measures taken by the state can help reduce the scale of the problem, but they are clearly not enough.

In spite of amendments made to the Criminal Code of the Kyrgyz Republic in 2013, according to which the penalties for abducting a woman were toughened for marriage against her will (hereinafter referred to as the abduction of a woman), the situation continues to be alarming. More than 20% of marriages in Kyrgyzstan are made by kidnapping girls, share of forced marriages is 6%. The kidnapping of a woman for marriage in rural areas occurs 2 times



more often than in cities⁴⁴ and is associated with physical, mental and often sexual violence. According to the AUCA study, out of the marriages concluded over the past 15 years in rural areas, more than 60% of marriages were committed through the kidnapping of the bride (ala kachuu), 2/3 of them without the consent of the girl.

Stereotypical attitudes are fixed in the public mind, preventing girls from escaping from the kidnapper and reporting him to law enforcement agencies. A girl who does not marry a kidnapper is stigmatized in the community and subsequently finds it difficult to marry.

In this regard, the number of recorded crimes on the facts of the kidnapping of women for marriage is small. In 2018, 35 criminal cases were registered on the facts of forcing women to marry, including against minors - 9. According to official data, about 22-25 cases are registered annually by the police department⁴⁵ forced marriage, although in reality there are much more such cases. It should be noted that in the new Criminal Code of the Kyrgyz Republic, which entered into force on January 1, 2019, the article for the kidnapping of girls (Article 175) remained in the status of a public accusation, and the terms of punishment are from 5 to 7 years 6 months in category III. The assignment by the legislator of this type of crime to cases of public prosecution has significantly expanded the circle of persons who can file a complaint about a crime, which should lead in the future to a decrease in latency and an increase in the detection of this crime.

According to research⁴⁶, the majority of women and men (70-71%) in both urban and rural areas are aware of the responsibility for kidnapping a woman. At the same time, less than half of the respondents - 41% of women and 44% of men - chose the correct answer about the prescribed punishment in the form of imprisonment, which indicates the need for large-scale educational and preventive work among the population. Otherwise, this phenomenon will continue to be considered a "family affair", socially legitimized and hushed up.

In 2016 NGO "Women's Assistance Center" conducted a public monitoring⁴⁷ of implementation of Article 155 of the Criminal Code of the Kyrgyz Republic⁴⁸ state bodies. As a result, it was revealed:

⁴⁴Gender in the perception of society (results of the national survey), 2016. NSC KR, United Nations Population Fund, Peacebuilding Fund, International Organization for Migration, UN Women. Bishkek, 2016. - Available on the website: <http://www.stat.kg/ru/statistics/gendernaya-statistika/>

⁴⁵ According to the Ministry of Internal Affairs of the Kyrgyz Republic, the total number of registered 2015. - 23 criminal cases on the facts of forced marriage, in 2016. – 26 criminal cases, in 2017 – 31 cases.

⁴⁶Gender in the perception of society (results of the national survey), 2016. NSC KR, United Nations Population Fund, Peacebuilding Fund, International Organization for Migration, UN Women. Bishkek, 2016. - Available on the website: <http://www.stat.kg/ru/statistics/gendernaya-statistika/>

⁴⁷Report on the results of public monitoring of the application of Article 155 of the Criminal Code of the Kyrgyz Republic

<http://wsc.kg/otchet-po-itogam-obshhestvennogo-monitoringa-primeneniya-stati-155-uk-kr/>

⁴⁸Article 155 of the Criminal Code of the Kyrgyz Republic "Forcing a woman to marry, kidnapping a woman for marriage or preventing marriage." Paragraph 2: Kidnapping a woman for marriage against her will - shall be punished by imprisonment for a term of five to seven years. (As amended by the Law of the Kyrgyz Republic dated January 25, 2013 N 9)



- there is no software for collecting and analyzing information on gender issues in law enforcement structures, and there is also no methodology and indicators for collecting information;
- the issues of abduction of a woman are not a priority in local plans for the prevention of delinquency and crime, district coordinating meetings of law enforcement agencies do not include these issues on the agenda;
- excessively lengthy and protracted legal proceedings in this category of cases lead to the withdrawal of applications and the agreement of the parties as a result of psychological pressure on the victim and her family from the "groom" and members of the local community.

Investigative officials and judges, as well as lawyers, often adhere to the stereotypical position that the kidnapping of a woman against her will is a national tradition. In the case of registration of applications, the efforts of the investigating authorities are actually focused on delaying or terminating the investigation, not bringing the case to trial. As a rule, initiated criminal cases do not reach the court in connection with the reconciliation of the parties, although the kidnapping of a woman involves several elements of crimes, including crimes against freedom, honor and dignity of the individual, against sexual inviolability and sexual freedom of the individual, against the family and minors.

According to the interviewed victims and their representatives, court proceedings take longer than is required by law. It was revealed that approximately 80% of scheduled trials are postponed, of which 20% are postponed at the initiative of the courts, 50% - at the request of lawyers due to their failure to appear, in other cases - due to the absence of prosecutors and other reasons. When the hearing is postponed, the courts are not aimed at considering the case within the time limits established by law, but, on the contrary, contribute to the delay of the case, without showing due attention to it. Such a situation not only exposes the victim to mental suffering for several years from the memories of this crime, but also from injustice at the stages of investigation and trial.⁴⁹ This behavior of judges leads to disdain and disrespect not only for the court, but for the entire judicial system.

The annual campaign "16 Days Without Violence" is carried out in order to draw public attention to the problem of gender-based violence through the combined efforts of the Ministry of Labor, Social Protection and Migration of the Kyrgyz Republic, local authorities and self-government, NGOs and international organizations.

In 2018, special attention to the campaign was due to the egregious death of Burulai Turdaly kyzy, a medical college student, in the building of the district police department. As a result of the trial, her acquaintance, who kidnapped her for the purpose of marriage, was sentenced to 20 years in prison with confiscation of property.

⁴⁹Report on the study of judicial practice in the Kyrgyz Republic (2012-2015), UNDP



CHAPTER 2. ASSESSMENT OF THE SITUATION IN THE FIELD OF PRIMARY AND SECONDARY VOCATIONAL EDUCATION

2.1. Legislative framework

The main document regulating issues in the field of primary and secondary vocational education is the Law of the Kyrgyz Republic "On Education" dated April 30, 2003. Over the past two years, at least 9 additions and changes have been made to the Law in terms of social protection of students, licensing and accreditation, financing, etc.

In June 2019, the Law was amended with respect to the concepts of "national qualification system", "national qualifications framework", "professional standard", etc.

The issues of education are also touched upon in the Labor Code of the Kyrgyz Republic regarding the definition of special conditions of remuneration, working conditions and leave of pedagogical workers.

The following normative legal documents are common for the VET system:

"On the introduction of new conditions for remuneration of employees of educational organizations" dated January 19, 2011 No. 18 (in 2019, work was carried out to increase the salaries of teachers of school, primary vocational and secondary vocational education by 30%. In connection with this, a new Decree of the Government of September 30, 2019 No. 511, according to which the previous normative act is considered invalid);

"On approval of the Instruction on the procedure for calculating the wages of employees of educational organizations" dated May 31, 2011 No. 270.

The system of primary vocational education is also guided by the Law of the Kyrgyz Republic "On primary vocational education".

For the system of primary vocational education, the following documents are also relevant: - Decree of the Government of the Kyrgyz Republic "On regulatory legal acts regulating the activities of the system of primary vocational education" dated April 25, 2003 No. 245;

- Decree of the Government of the Kyrgyz Republic "On Approval of the Model Staff of Educational Organizations of Primary Vocational Education" dated May 29, 2013 No. 300;

- Decree of the Government of the Kyrgyz Republic "On approval of the List of professions of primary vocational education in the Kyrgyz Republic" dated July 28, 2003 No. 473 as amended by Decree of the Government of the Kyrgyz Republic dated November 3, 2018 No. 520;

- Decree of the Government of the Kyrgyz Republic "On the List of professions and specialties for which it is not allowed to receive primary vocational education in the form of external studies" dated February 13, 2007.

For secondary vocational education, the regulatory document is the Decree of the Government dated March 28, 2018 No. 160 "On Approval of Acts Regulating the Activities of Educational Organizations of Secondary Vocational Education of the Kyrgyz Republic".



2.2. Brief overview of the economic situation and labor market of the Kyrgyz Republic: gender aspects

According to the NSC KR, the economically active population of the country is growing and numbers 2,547.4 thousand people, of which 1,577.1 thousand people do not have any professional education.

The gender structure of the economically active population is dominated by the share of men, who accounted for 75% of the economically active population in 2019, which is 30% more than women.

The average monthly salary of workers in the country for 2018 amounted to 16,427 soms, and continues to be one of the lowest in the world. Employment statistics show that, on average, the employment of women in all age groups is almost 30% lower than that of men.

The distribution of male and female employment by type of economic activity has significant differences. In the types of economic activity: with the lowest wages - education - 80%, health care and social services - 83%, real estate transactions - 88%, the largest proportion are women.

And in economic activities where wages are higher, such as: mining and quarrying - 91%, provision of electricity, gas, steam and air conditioning - 90%, water supply, cleaning, waste treatment, etc. - 73%; construction - 97%, transport activities and storage of goods - 95%, are men.

On average, the ratio of women's wages to men's wages in the Kyrgyz Republic is around 72%.

Women of working age are forced to take longer parental leave due to existing limited state and municipal childcare services. Women also, due to their family roles, often look for work close to where they live and part-time. Although labor laws give parents with young children the right to reduced working hours, in practice only civil servants have the opportunity to use it. Women who want to work at an older age or, vice versa, young women, due to existing gender stereotypes, find it more difficult to find a job than men of the same age. The low level of wages in the sectors of the economy where women are concentrated is also a factor that does not encourage women to enter the labor market.

In 2018, compared to 2013, the level of economic activity of persons with disabilities increased from 27% to 37%. The increase in the activity of persons with disabilities is due to the fact that since 2012 a program has been implemented to prepare the Kyrgyz Republic for the ratification of the UN Convention on the Rights of Persons with Disabilities (ratified in April 2019).

The issue of employability of persons with disabilities is also relevant in connection with the receipt by Kyrgyzstan of the status of GSP + (Generalized System of Preferences) of the European Union for the Kyrgyz Republic and the fulfillment of obligations to ensure human rights. This indicator will also be monitored as part of the implementation of measures to achieve the Sustainable Development Goals.

According to the NSC KR, the uneven distribution of costs remains high. In 2018, according to the survey, the expenses of the 20% of the wealthiest strata of the population exceeded the

expenses of the 20% of the poorest strata of the population by 4.3 times. The survey results show that the poverty rate in 2018, calculated by consumer spending, in the country as a whole amounted to 22.4% and decreased by 3.2% points compared to the previous year.

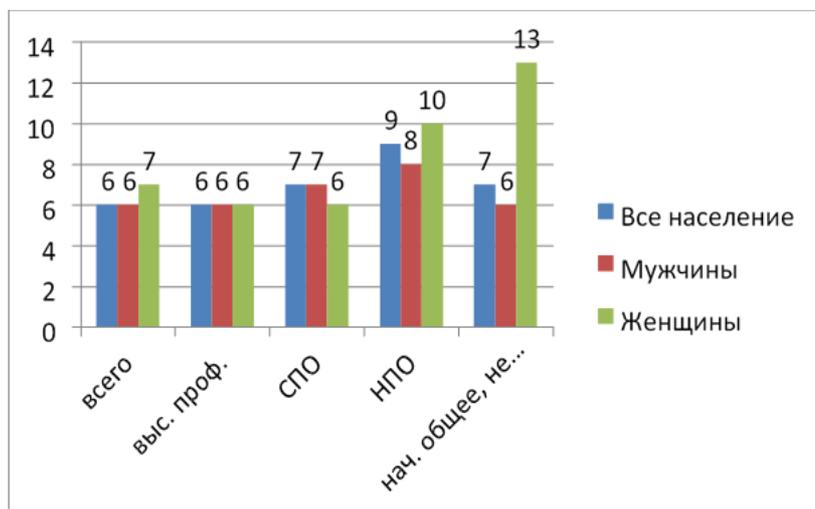
The value of the general poverty line in 2018 was 32,679 soms per year per capita, the extreme - 17,471 soms. The poverty rate in rural areas decreased by 4.8 percentage points, and in urban areas by 0.4 percentage points.

Below the poverty line in 2018 1 million 429 thousand people lived, of which 68.0% were residents of rural settlements.

An acute problem in the republic is unemployment and a parallel shortage of skilled labor. The youth unemployment rate continues to be high: above the national average by 5% and is about 11%.

Unemployment of rural and urban population differs depending on the level of education. The proportion of unemployed with higher professional education is high in the urban population. In the rural population, on the contrary, the proportion of unemployed people with primary vocational education is high - 9%. The highest unemployment rate is among women and men with primary vocational education.

Figure 6. Unemployment rate by education and gender (as a percentage of the economically active population)⁵⁰



The level of registered unemployment in the Kyrgyz Republic has been low for a long time. This is due to the fact that persons who have received agricultural plots of at least 0.05

⁵⁰ Source: "Employment and unemployment" (results of the integrated sample survey of households and labor force in 2018), NSC KR



hectares of irrigated land and participate in the production of agricultural products, according to the legislation of the Kyrgyz Republic, cannot be recognized as unemployed.

Another reason is the condition for granting unemployment benefits, which, according to the legislation of the Kyrgyz Republic, requires a continuous insurance period of at least 12 months for the last 3 years before applying to the employment authorities, as well as providing an extract from a personal insurance account confirming the deductions of insurance contributions to the Social Fund. At the same time, the unemployment benefit itself is very low - 300 soms, which does not encourage citizens to register as unemployed.

At the same time, only 8% of job seekers apply to the state employment service. While 61% in search of work turn to friends, relatives, acquaintances, and 13% are completely desperate to find a job.

Active labor market policies cover about 35% of the unemployed, of which less than 30% are directed to vocational training and retraining. Employment services mainly use the resources of the system of secondary and primary vocational education. At the same time, in the budget MLSP KR expenditures on social protection of the unemployed are about 0.5%, including unemployment benefits - 0.03% or about 35.0 million soms. The amount of payments on a check for education for officially unemployed citizens is set at 5.0 thousand soms, while the real cost of education is several times higher. It is obvious that the regulatory legal framework in the field of employment of the population requires a radical revision.

The level of employment in the informal sector of the Kyrgyz Republic is more than 70%. Such a high level of informal employment leads to the fact that the labor rights of the vast majority of workers are actually unprotected.

According to the NSC KR, in 2018, 96,013 new jobs were created. The largest share of newly created jobs (93%) was in the informal sector of the economy, while the share of jobs created on an individual basis was 80%. In the informal sector, a significant number of jobs created were in agriculture - 35% and 21% - in wholesale and retail trade. At the same time, 26% of jobs were eliminated, of which 89% were in the informal sector.⁵¹

The prevalence of informal employment leads to the fact that sustainable enterprises are not created that attract legal investment and develop technological production that contribute to the emergence of jobs with decent working conditions and the growth of effective demand. Thus, informal employment is strategically harmful not only to the state and employees, but also to employers themselves, who are deprived of prospects for long-term development.

There is a low level of digital literacy among the majority of the population, limited awareness of digital technologies among employees of government organizations, distrust on the part of citizens and their unwillingness to use electronic services, which is caused by a lack of awareness and other socio-economic reasons. The acquisition by citizens of basic skills in the

⁵¹ Source: "Employment and unemployment" (results of the integrated sample survey of households and labor force in 2013-2018), NSC KR.



use of information technology will also contribute to the popularization of public digital services.

To ensure the consistency of the vocational education system and the labor market, training and retraining programs for the unemployed should be based on the use of advanced information technologies and online services. And it is obvious that specialists who are ready to work in the conditions of constant social and technological changes are in increasing demand.

At the same time, there is a number of factors that hinder the formal employment of VET graduates in the labor market:

- the structure of the economy is dominated by the small-scale, raw-material agrarian sector and the service sector, new jobs are not created for skilled workers.
- professions and technologies quickly become obsolete, new professions arise, hence the changing labor market requirements for the professional competencies of workers, which requires constant and systematic improvement of their qualifications on a modern material and technical basis.
- Graduates of elementary vocational education and secondary vocational education do not want to be employed in the proposed vacancies due to low wages, access to vehicles, lack of housing.

2.3 Institutional mechanism. Authorized body in the field of labor and employment. Labor Market Forecasting System

During almost the entire period of independence, the issues of labor and employment were not given due attention in the state policy of the Kyrgyz Republic. There were constant institutional changes with the transfer of functions from one state body to another. Which led to the loss of institutional memory and an acute shortage of qualified specialists in the field of labor and employment. These issues were returned to the Ministry of Labour, Social Protection and Migration of the Kyrgyz Republic in December 2015. There is a high need for the Kyrgyz Republic to create a special institute on labor economics.

The question of the relevance of vocational education to the needs of the market remains open. Employers are not confident in the sustainability of their business; they do not know what will happen to it in 1-3 years. The unemployed or the self-employed en masse study to be seamstresses, cooks and gas and electric welders, while they have no confidence in being employed.

Both business and public and private educational institutions independently determine the demand for professional skills. At the same time, there is a methodology for forecasting the need for labor resources, approved by a decree of the Government of the Kyrgyz Republic. At the same time, for professional regular research and forecasting of the need for labor resources, professional researchers are needed, and sufficient financial resources are needed. What still remains unresolved by the Government of the Kyrgyz Republic. Analysis and forecasting of the labor market occur from time to time and only with donor support.



Thus, in 2016, the result of a report on the study of the labor market in Kyrgyzstan, conducted with the support of the GIZ (German Society for International Cooperation) in cooperation with MLSP KR. As part of the study, 910 employers and 1,700 job seekers were interviewed throughout Kyrgyzstan. The study has been conducted since 2012 by 10 pilot employment services at the local level. The study used a methodology developed by the GIZ program "Vocational Education and Employment Promotion in Kyrgyzstan".

According to the results of the study, employers began to highlight the problems of lack of financial resources for business development, low purchasing power of the population.

It is interesting that the profession of a school teacher is the most difficult to fill. Only among the interviewed employers in Bishkek in 2015 there were 40 vacancies. The shortage of school teachers is typical for the whole country. On the 2nd and 3rd place - cooks and doctors. Bishkek is also characterized by the need for seamstresses. One of the main reasons for vacancies is low wages.

Of the job seekers, almost a third of the respondents (28%) have a higher education and 20% have a specialized secondary education. With secondary education among the participants were 35% of the respondents. Every fifth respondent is faced with a job search for the first time and cannot find a job after graduation. 207 respondents (12%) were made redundant. Due to the change of residence and health status, 8% of them were unemployed.

It was expected that similar labor market surveys and dialogue platforms would be carried out annually by the pilot employment services themselves. However, the question still remains open, due to the limited budgetary funds of the authorized state body.

According to the Department of Employment MLSP KR, in 2018, 35% of the unemployed were covered by active measures, of which 29% were sent to vocational training and retraining, and 71% to paid public works.

Employment services throughout the country interact and use mainly the resources of the primary vocational education system. The unemployed are trained mainly in professions that are in demand on the labor market: a gas-electric welder, a hairdresser, a computer operator, an accountant with knowledge of the 1C program, a cook, a seamstress, a tailor, an office manager, an electrician, a driver.

During 2017-2018, the Skills Development Fund (SDF) was established as a component of ADB's Second Vocational Education and Skills Development Project. The main goal of the SDF is to meet the needs of the population in the development of professional skills, as well as to assist employers in the training and advanced training of workers in a short time. So far, more than 20 thousand people have been trained in more than 85 educational institutions. Of these, about 54% are commissioned by specific enterprises and organizations in all regions of the country.

2.4. Determination of the need for professional skills and forecasting of the labor market

The methodology for forecasting the need for labor resources was approved by the Decree of the Government of the Kyrgyz Republic No. 203 dated March 26, 2012 and combines the



calculation and analytical method based on macroeconomic indicators and the method of expert assessment based on direct surveys of employers.

The basis of the calculation and analytical method is the calculation of the professional structure for the main sectors of the economy. The forecasts of sectoral ministries are the basis for determining the prospective demand for specialties and professions. The target variables of the methodology are employment and unemployment measured by the National Statistical Committee on a quarterly basis.

Based on the method of expert assessment, the forecast of the need for personnel is developed by conducting a survey of employers to collect information on the current and prospective number of employees employed at enterprises, organizations and institutions, by profession, specialty and position for the short term (1 year) and medium term (3-5 years).

A sample survey of employers is used. Forecast estimates are based on employers' own estimates of the expansion or reduction of jobs and (or) the creation of new jobs.

A summary forecast of the need for labor resources is prepared by the authorized state body in the field of employment and sent to the Ministry of Education and Science of the Kyrgyz Republic for planning the training and retraining of qualified personnel in the labor market, and is also posted on the website of the authorized state body in the field of employment.

Within the framework of the ILO project “Application of the G20 Training Strategy”, implemented by MLSP KR, in 2018, a pilot project was conducted to build the practical skills of competent organizations, social partners and experts in the field of labor market analysis and planning for the release of personnel by the vocational education system (VET) in the Kyrgyz Republic on the example of the Chui region. The pilot project for the first time carried out a deep analysis of the professional qualification structure of those employed in the labor market, which made it possible to identify the dynamics of demand and supply of personnel in certain professions for a short period of up to 3 years. Taking into account the identified needs in the labor market and the assessment of the current unemployment of qualified personnel, recommendations have been developed for the release of personnel by lyceums, colleges and universities of the region in mass professions.

When collecting information, the experts revealed that there are problems in the implementation of the professional identification of labor market participants (both employed and unemployed). Because the information collected ignores occupations learned in the workplace, which excludes a large proportion of job seekers from the outset. Professions in which respondents consider themselves competent are not documented either during registration of the unemployed or during regular household surveys.

To solve the identified problems, it is necessary to revise the registration form for the unemployed, change the methodology for calculating the level of registered unemployment and use data from a single source, introduce additional questions about the structure of the employed labor force by professions and qualifications into the form of regular reporting of legal entities, harmonize the names of professions between the employment service and educational institutions. institutions of vocational and higher education. It also requires a decision on the division of powers between agencies, services and ministries in relation to the



collection, processing, interpretation and use of information on the state of the labor market, the current and future need for qualified personnel by profession.

Currently, the Cabinet of Ministers of the Kyrgyz Republic is working on the approval of the Methodology for analyzing the demand for skilled labor and its application to develop recommendations for vocational education systems. At the same time, private agencies under the state social order will probably be involved in the survey.

MLSP KR plans to develop the Republican classifier of professions of workers, positions of employees, harmonized with the International Statistical Classification of Occupations ISCO-2008, developed by the UNESCO Institute for Statistics.

2.5 VET system. institutional arrangements. Professional educational programs.

1. Monitoring the employment of VET graduates

In the Kyrgyz Republic, according to Article 11 of the Law of the Kyrgyz Republic “On Education”, general (basic and additional) and professional (basic and additional) educational programs are being implemented.

After grade 9, graduates of general education schools can continue their education in grades 10-11, enter the labor market or continue their education in organizations of primary and secondary vocational education. Educational organizations of primary and secondary vocational education implement programs in which graduates, along with mastering the profession, receive a complete secondary general education.

The presence of the Certificate of Secondary General Education is a prerequisite for admission to higher educational institutions. Admission to all areas and specialties of higher education of budgetary and contract forms of education is carried out only according to the results of the Republican testing.

The current situation in the labor market is characterized by a demand for professions and specialties that are prepared by the system of primary and secondary vocational education. Thus, the interest of young people and adults in receiving primary vocational education has noticeably increased, and the number of students enrolling in programs of secondary vocational education is increasing at a rapid pace.

The table below shows how the level of enrollment of young people in secondary and primary vocational education is growing, while at the same time the enrollment of young people in higher professional education is slowly declining.⁵²

⁵² Source: NSC KR. Men and Women, 2018-2019



An innovation in the system of vocational education in Kyrgyzstan was the monitoring of the employment of graduates of professional lyceums, a method for determining the quality of education in educational institutions.

Alumni tracking has been introduced since 2013 with the support of the European Training Foundation. But this form of work was fully developed within the framework of the second Asian Development Bank project. Educational institutions track the activities of their graduates 9 months after graduation. The program was launched jointly with the Ministry of Education and Science of the Kyrgyz Republic, as well as with the Agency for Primary Vocational Education.

An analysis of the answers of graduates in 2017 showed the following results: 81.3% are employed, found a job after graduation from 1 month up to 6 months; at the same time, 18% were employed after work experience in the field, 17.3% were self-employed by profession. 80% - work in the Kyrgyz Republic;

69% - work in their specialty; 78% are satisfied with the quality of education;

74% would choose the same educational institution again; 68% - would choose the same specialty;

70% - apply acquired skills; 70% - do not need retraining.

In addition to knowledge, skills in the specialty, graduates (81.3) acquired such qualities as the ability to develop new ideas and solutions (79.0%), the ability to easily adapt to changing working conditions (76.8%), the ability to effectively organize their working time, (78.4%), the ability to work productively with others (71.3%), to feel responsible (74.7%), the ability to put theory into practice (73.7%), the ability to solve problems (78.8%). When analyzing answers to the question about "Probability of choosing the same specialty", 68% of graduates from among the respondents chose the same specialty, but 29% said they chose the wrong profession.

In 2018, work was carried out on a survey of graduates of educational institutions of secondary vocational education. In accordance with the reports submitted, a survey of graduate students and graduates of 2017 was conducted in 26 state educational institutions subordinate to the Ministry of Education and Science of the Kyrgyz Republic. In total, 4,692



state-funded graduates of 2017 took part in the survey. Of these, 53% of graduates found a job, 28% of graduates continue their education in a higher educational institution. The share of graduates who did not find a job after graduating from educational institutions of secondary vocational education is 19%.

Professional educational programs aimed at raising the professional level, training specialists of appropriate qualifications.

Professional programs include:

- primary vocational education;
- secondary vocational education;
- higher professional education;
- postgraduate professional education;
- additional professional education.

The mandatory minimum content and standard terms for mastering each basic general education or basic professional educational program are established by the relevant state educational standard.

The VET system is included in the structure of the Ministry of Education and Science of the Kyrgyz Republic: secondary vocational education as a structural unit, primary vocational education as a subordinate organization.

2. Primary vocational education. Institutional mechanism

Primary vocational education includes training, advanced training and retraining of skilled workers. Persons who have completed the primary vocational education program are awarded a qualification in the profession.

Persons with basic general or secondary general education are admitted to study under programs of primary vocational education. Training of employees is carried out according to a single integrated program of general and vocational education. In necessary cases, conditions are created for acquiring a profession for persons who do not have a basic general education.

Educational organizations of primary vocational education include: a vocational lyceum and vocational schools (under the institutions of the Main Department for the Execution of Punishments of the Ministry of Justice of the Kyrgyz Republic).

In educational organizations of primary vocational education, the following are implemented:

- integrated program secondary general and primary vocational education based on basic general education with a period of study of at least 3 years;
- a program of primary vocational education based on basic general education without obtaining secondary general education with a training period of 1-2 years;

- a program of primary vocational education based on secondary general education with a period of study of at least 1 year;
- professional training, retraining and advanced training programs with a training period of up to 1 year.

Documents on primary vocational education:

- diploma of primary vocational education;
- certificate (short-term form of vocational training, retraining and advanced training);
- certificate (according to educational programs for professions related to work at facilities supervised by special organizations and departments, for admission to work at facilities or vehicles).

System of management of primary vocational education is carried out by the Agency for Primary Vocational Education through the Central Office (department of educational work and social partnership; department of personnel work and office work; department of consolidated analytical work and international cooperation; department of financing and accounting).

The Agency is in charge of vocational lyceums and schools.

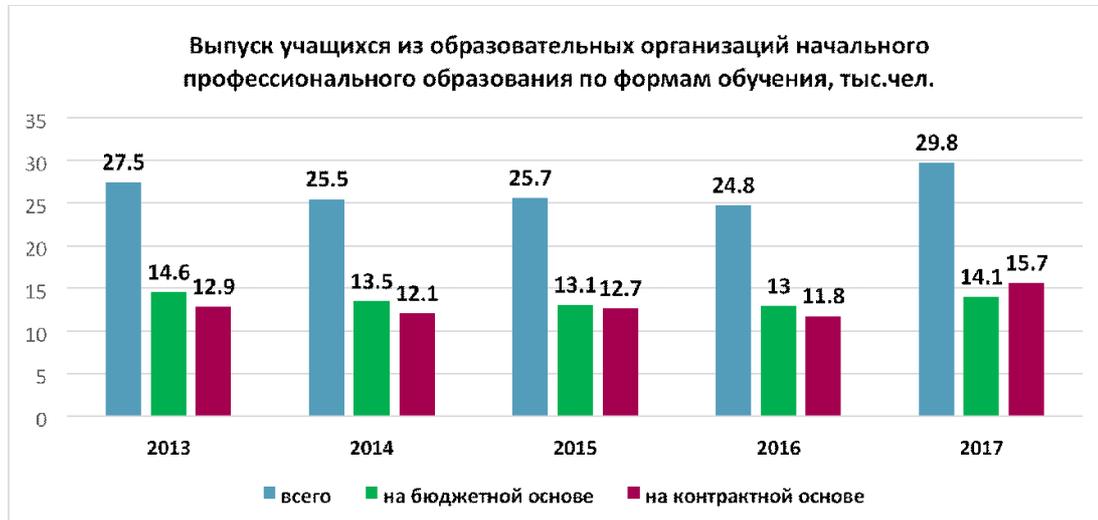
In 2018, the number of students in educational institutions of primary vocational education amounted to more than 31 thousand people, of which about 31% were girls. Every year, on average, more than 13,000 students, along with acquiring a profession, receive a certificate of completed secondary education.⁵³

Number of students in PVE educational organizations by gender, person



⁵³ Source: NSC KR, Education and Science in the Kyrgyz Republic, 2018

The number of students in the system of primary vocational education on public education remains stable at over 80%. At the same time, the number of girls is within 30% of the total contingent.⁵⁴



Graduation from primary vocational education programs in 2017 increased by 20% compared to the previous period, while the share of contract training increased, primarily due to the active work of the Skills Development Fund established under the ADB project.

Graduation of students by profession shows that the structure of personnel training has not changed over the past five years. Predominantly, training is conducted in the professions of construction, light and food industry. In such industries as energy, metalworking, mining, tourism, training is carried out in isolated cases.

3. Secondary vocational education. Institutional mechanism.

Secondary vocational education involves the training and retraining of mid-level specialists on the basis of basic general or secondary general education. Persons who have successfully completed training in secondary vocational education programs are awarded a qualification in the relevant specialty.

Secondary vocational education programs are implemented in educational institutions of secondary vocational and higher professional education. In secondary vocational education, the standard period of study on the basis of secondary general education full-time is 1 year 10 months; on the basis of basic general education full-time - 2 years 10 months.

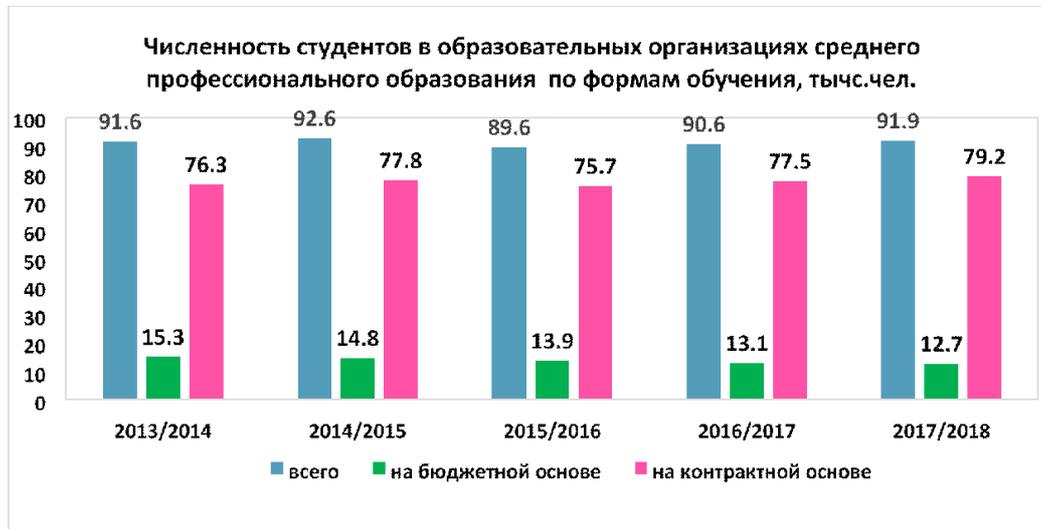
In the system of secondary vocational education, out of the total number of vocational schools, the main part is state-owned, private - a little more than 20%. In addition,

⁵⁴ Source: NSC KR, Education and Science in the Kyrgyz Republic, 2018

organizations of secondary vocational education were organized at some educational organizations of higher professional education.

In the system of secondary vocational education, the total number of students is in the range of 90,000 or more. At the same time, the number of students on contract training prevails.⁵⁵

Number of students at SVE organizations by forms of education, in thousand people



The share of girls among students of secondary vocational schools remains high. At the same time, there is a traditional predominance of girls in training in such specialties as education, consumer goods technology, health care, culture and art, and service.

At the same time, young men choose professions related to mechanical engineering and metalworking, processing of forest resources, mining, construction and architecture, electronics, energy and other traditionally “male” specialties.

4. Access to VET for vulnerable and marginalized populations.

The VET system is entrusted, among others, with the functions of supporting socially vulnerable youth and persons with disabilities, as well as solving regional issues. In the system of primary vocational education, 80% of trainees are unemployed, refugees, children of migrants, teenagers from single parent dysfunctional families, people with disabilities, orphans, social orphans.

An important factor in ensuring the accessibility of primary vocational education is that it is free of charge for persons under 28 who are enrolled in primary vocational education programs for the first time. The number of students in the system of primary vocational education on public education over the past five years has remained stable at the level of 25-27 thousand people.

⁵⁵ Source: NSC KR, Education and Science in the Kyrgyz Republic, 2018



At the same time, there are a number of problems that do not allow us to say that the availability of vocational education is fully ensured. Thus, the choice of professions offered does not always meet the needs of young people, and despite the fact that the list of professions is periodically updated, for the most part they are focused on boys (car repairman, plumber, electrician, crane operator, etc.) For girls, the choice of professions limited to the standard list: cook, seamstress, mistress of the estate.

For rural youth, mainly primary vocational education is available, given that the more professional lyceums (PL) are located mostly in rural areas, including in high-mountainous, border and hard-to-reach areas. They can get other levels of education, including secondary vocational education, in the cities, depending on their financial capabilities. It should be noted that almost all colleges are located in urban areas.

In most rural lyceums, as a rule, new specialties are rarely introduced due to the lack of engineering and pedagogical personnel, modern material and technical base, demanded training programs, there is nowhere to practice, there is no opportunity to find a job. For example, 90% of rural lyceums train machine operators, but there are no landfills, technicians, units for practical training. Training is carried out on outdated technology. From year to year, cooks, seamstresses, builders are trained, regardless of whether there are jobs.

There is a criminalization of youth. In lyceums, many are forced to drop out of school due to conflicts among students, extortion, and crime. But the main problem with access to and participation in VET in rural areas is poverty. Students of rural lyceums cannot buy school supplies, materials for industrial training lessons.

Lyceum students are forced to miss classes during the agricultural season, due to the fact that they need to help their families and there is an opportunity to earn money by hiring others. Parents refuse to let students go to classes, which affects the quality of education.

Unfavorable situation in the family, drinking parents, parents in migration to earn money, early marriage of girls forces them to drop out of school.

In rural educational institutions for the education of persons with disabilities, there are insufficient conditions for education (programs, methods, personnel, hostels with the required conditions for the residence of persons with disabilities). Insufficient funds are allocated for the maintenance of persons with disabilities to purchase medicines, soap, detergents, bed linen, there are not enough educators, medical workers.

Ensuring access to education for persons with disabilities faces serious obstacles. As of 2018, the total number of persons with disabilities in the Kyrgyz Republic aged 18-35 years is 18288. Of these, there are 1869 people with hearing disabilities, 1622 people with disabilities diagnosed with a disorder of "the musculoskeletal system".

In 2018, the number of persons with disabilities covered by vocational training was 420 people, of which 201 were women. The training of persons with disabilities is organized in the conditions of educational institutions in the presence of appropriate conditions, specially developed programs, a shortened working week (28 hours a week). In recent years, 40 educational institutions have been renovated taking into account the training opportunities for people with disabilities: ramps, classrooms and toilets on the ground floors and other



conditions. Persons with disabilities can receive education at home in accordance with the Regulations on obtaining primary vocational education in the form of an external student.

At the same time, the conditions for training people with disabilities are still insufficient: there are few specialized programs, methodological developments, a lack of trained specialists in organizing training, living conditions in a hostel, in a learning environment do not always meet the requirements.

In the system of the State Service for the Execution of Sentences, compulsory primary education or vocational training is organized for convicts who do not have a profession in which the convict can work in this institution even after release. In the system of primary vocational education, there are 6 vocational schools established on the basis of correctional institutions for the training of convicts. Training of persons from among the convicts is carried out at the workplace in a workshop or production workshop according to professions. Convicts receive professions: a gas welder, an electrician, a carpenter, a shoemaker, a seamstress, a hairdresser, a vegetable grower, a baker, a confectioner, a plasterer-tiler.

Children orphaned or left without parental care, other children in a crisis or difficult life situation; neglected and homeless children and teenagers; children experiencing (experienced) abuse and violence in the family can study in a regular school or in rehabilitation groups of professional lyceums.

Students from socially unprotected segments of the population, rehabilitation groups, orphans have social benefits in the form of scholarships, free meals, material support and severance pay upon completion of VET.

Vocational lyceums with rehabilitation centers, along with educational activities, also carry out social and labor rehabilitation of orphans, children from orphanages and other socially vulnerable categories in special groups.

Before the start of training, a survey of persons with disabilities is carried out for medical, psychological and physical conditions, individual plans for the development of students are developed based on the level of knowledge together with social workers for further training in the rehabilitation group. Enrollment is made on the basis of the decision of the selection committee. This category of students study in rehabilitation groups, but there are students studying in an inclusive system together with others in the same educational institution, in a regular study group in accordance with the chosen profession. Education is carried out according to special curricula, programs in the Kyrgyz and Russian languages, individual forms of education, additional classes are provided.

To increase the possibility of entering the labor market upon completion of training, the format of training is being reviewed, and a modular training system based on competencies is being introduced. In 2017-2018, 13 programs for training in rehabilitation groups were developed and tested.

Based on the specifics of rehabilitation groups, training programs provide not only professional knowledge and skills, but also teach them to apply them in various situations, develop the ability for independent social and family life.



The staff of educational institutions has introduced units of a psychologist, an educator and a medical worker, a sign language interpreter, but due to low wages, there is a shortage of these specialists.

During 2017 and 2018, as part of the implementation of the second phase of the ADB project "Vocational Education and Skills Development", the Skills Development Fund, in cooperation with the employment services of the republic, trained 477 people with disabilities in the following areas: PC user, seamstress, carpenter, nail technician service in all regions of the country. The training was conducted at the request of various organizations/associations that work with people with disabilities.

Competency-based modular training programs have been developed for women, out-of-school youth, persons with disabilities in order to increase their employability. At the same time, work is being carried out with employers on the possibility of employment of orphans, persons with disabilities after training.

Approbation and implementation of these programs in the educational process on the basis of 23 professional lyceums and 18 educational institutions of secondary vocational education showed that the system of primary vocational education and secondary vocational education is ready to switch to a learning system based on results, but regulatory documents for implementation (financing, certification, on-the-job training, etc.), the introduction of modular technology is fragmented, non-systemic.

Short-term courses have begun to occupy a significant segment in the spectrum of vocational training programs offered by PLs (47% of all PL graduates in 2018). The number of students in courses on energy increased to 48%, the mining industry increased to 78%, for the financial sector up to 89%, on information technology by 64%, the food industry up to 56%. At the same time, education in the areas of agriculture, construction, light industry and mechanical engineering decreased.

5. Washouts of students of the VET system

An analysis of the ratio of recruitment and the number of graduates of educational institutions shows that annually 10% of the new contingent leave educational institutions at an early stage. During academic years, the PVE dropout rate is around 7%. So, in 2018, the dropout amounted to 2464 people (7.8%).

Analysis of the alumni tracking questionnaires revealed the following reasons for students leaving educational institutions:

- migration (students drop out of school to go to work outside the republic);
- poverty - students do not have money for travel, clothes (children are forced to drop out of school and go to work to feed their families).
- change in marital status (creation of a family, birth of a child);
- learning difficulties;



- poor social and communal and sanitary and hygienic conditions in the educational institution;
- dissatisfaction with the quality of education, in particular in the organization of practices.

At the same time, the requirements of employers to the level of training of specialists are increasing due to the complication of the conditions of modern production, the development of new technologies.

From the point of view of teachers of educational institutions of primary vocational education and secondary vocational education, the main reason for dropout is poor school preparation, low level of functional literacy, poor arithmetic skills, systematic poor progress, and irregular attendance of classes. In secondary vocational education, students experience information overload, lack of time to prepare for classes, due to the inability to plan their activities.

Students need additional support during the adaptation period in lyceums and colleges in order to be involved in the educational process and continue learning when they encounter some difficulties. Many students cannot get used to a new team, to new forms of organization of training, they are not sure, they feel a sense of fear.

Although educational institutions provide staff positions for a psychologist and educator, in fact these positions are vacant due to low wages.

Educational institutions are trying to involve students in the educational process through consultations, additional classes, but the lack of foremen and teachers creates difficulties. In addition, mechanisms, tools, methods for determining additional support in training and employment have not been developed. Additional measures are not formally provided. It depends on the initiative of each educational institution. Some foremen and teachers voluntarily help students to solve the problems of academic performance, housing, health.

6. Quality control processes in the VET system.

The internal quality assurance system for vocational education services is in its infancy, and as noted in the expert review, the implementation of the national quality assurance model is not sufficiently systematic, has a number of gaps and logical contradictions. In particular, the accepted quality assessment processes do not use quality standards, the framework regulatory requirements for the organization of the educational process have not been approved, and there are no educational standards for all programs at all levels of vocational education.

To ensure the systematic implementation of the quality assurance system for vocational education, it is necessary to have a logically interconnected system for describing learning outcomes at all levels of vocational education, and their comparability with the qualifications and competencies required in the labor market. However, on the part of the labor market, there are no clearly defined levels of qualifications and competencies for a particular profession or type of labor activity. The business sector itself is not yet organized and



structured so that employers can professionally define their needs for the skills and competencies that their employees should have.

7. Procedures for developing and updating VET learning content. Key competencies and skills. For primary vocational education, educational programs are developed centrally by the Republican Scientific and Methodological Center at the APVE with the involvement of relevant foremen from the PL and practitioners from production, and are approved by the decision of the APVE. Normative model curricula should be reviewed every three years.

The development of educational programs of secondary vocational education is carried out on the basis of the State educational standards adopted by the Ministry of Education. State educational standards were developed by educational and methodological associations (EMA) at the leading college in the corresponding area of training.

Recently, this system has undergone changes. The Models of the State Educational Standards of the SVE and PVE establish that when developing educational programs, educational institutions should study the needs of the labor market, and they are obliged to update them annually, taking into account changes in the needs of industries and based on recommendations based on self-assessment results to ensure education quality assurance.

Changes to curricula and programs are agreed with employers.

Currently, the system of primary and secondary vocational education has a methodology and experience in developing 45 educational programs based on professional standards, which were developed with the participation of employers in the relevant industries.

The methodology allows for quick revision and updating of curricula based on observed changes and labor market needs, as parts of the programs - modules, can be easily changed in accordance with changes in the labor market and the introduction of new technologies or the need for new skills, which allows the program to remain always relevant. Such programs are also flexible in the sense that the modules can be transferred from one program to another, and the competencies are applicable from one job situation to another, which allows the accumulation of skills - qualifications.

This approach makes it possible to develop a curriculum based on the requirements of employers, thereby ensuring that the qualifications achieved in various educational institutions throughout the country are comparable and meet the requirements of the labor market.

Key competencies and skills

In the VET system, along with the development of professional competencies, educational programs are aimed at developing key competencies. This is determined by the state educational standards in both PVE and SVE. Key competencies include the following:

- organize their own activities, choose methods and means of performing professional tasks, evaluate their effectiveness and quality;



- solve problems, make decisions in standard and non-standard situations, show initiative and responsibility;
- search, interpret and use the information necessary for the effective performance of professional tasks, professional and personal development;
- use information and communication technology in professional activity;
- be able to work in a team, communicate effectively with colleagues, management, customers;
- take responsibility for the work of team members (subordinates) and their training at the workplace, for the result of completing tasks;
- manage their own personal and professional development, adapt to changes in working conditions and technologies in professional activities;
- be prepared for organizational and managerial work with small teams.

The list of general competencies can be supplemented in accordance with the specialty profile. The educational programs of secondary vocational education necessarily include the disciplines of the general humanitarian cycle (languages, philosophy, history, etc.), the mathematical and natural science cycle (mathematics, natural science). This is not provided for in the system of primary vocational education.

Key competencies are formed in students during classes in professional cycles through the choice of teaching methods, the selection of tasks; for the development of some skills, separate disciplines are provided that are interconnected with professional training (for example, the discipline "Information Technologies in Professional Activities", "Entrepreneurship", "Professional Mathematics", "Professional Language").

The VET system is making great strides in improving the internal efficiency of the system:

- transition on competency-based modular programs that will reduce the gap between the requirements of the labor market and the competencies of graduates of the system, make learning more student-centered;
- the development of on-the-job training is a conscious approach to the implementation of knowledge and skills that are relevant in the labor market;
- the processes of independent accreditation of programs and independent certification of graduates' competencies ensure the quality of the learning process on the part of all stakeholders;
- there is a constant improvement of the material and technical base, taking into account the informatization of both the management of educational institutions and the learning process itself.

At the same time, information and communication technologies are not used to the fullest extent, this is partly due to the lack of material base, but to a greater extent with the



insufficient development of information competencies both among teachers and the administration of educational institutions. This is especially true for rural educational institutions.

The system of advanced training of teaching staff is not effective enough, especially in the system of secondary vocational education. There are no incentives for professional development in the system, there is no opportunity for teachers to move up the career ladder.

Among the teaching staff in the system of primary vocational education, on average, men make up about 50%, while in the system of secondary vocational education, women predominate (about 70%).

Compared to the system of primary vocational education, the proportion of women in the system of secondary vocational education is relatively higher, which is partly due to the training in this system of humanitarian and social specialists (economists, accountants, primary school teachers, etc.).

It should be noted that in terms of the national average, both levels of VET meet the licensing requirements for human resources. Although in PLs there is a tendency to reduce the proportion of teachers with higher education due to their transfer to secondary schools, where work for teachers is more attractive in terms of status and remuneration.

Therefore, in a number of PLs, especially in rural areas, there is a shortage of personnel with the required level of education and relevant qualifications, for this reason it was allowed to hire people who do not have higher and even secondary vocational education, but with the condition of undergoing advanced training (including the pedagogical minimum).

With the introduction in 2011 of new conditions of remuneration in educational organizations, the qualification categories of teachers were abolished and at the same time the certification of teachers, which to some extent made it possible to assess their qualifications, was abolished. At present, a situation has developed in the vocational education system in which, apart from formal requirements for the level of education, there is no system for assessing the level of their qualifications.

In the system of secondary vocational education, 25% of the teaching staff work on a combined basis. Educational institutions try to invite representatives from production to work as part-time workers. An agreement is concluded with each employee for a period of 1 academic year. The ratio of the number of students per teacher has remained unchanged in the system of secondary vocational education in recent years and is 12 people.

In the system of primary vocational education, more than 80% of teachers are full-time employees of an educational organization. A group of students is assigned 2 people, a teacher and a foreman of industrial training. The salaries of teachers in VET are tied to the level of education.

The average salary (paid from the state budget) is 13,800 soms in general education schools, 10,474 soms in professional lyceums, and 8,014 soms in colleges. According to the NSC KR, at

the beginning of 2019, the average salary in the Kyrgyz Republic amounted to a little more than 15,000 soms, in the education sector 10,612 soms.

In 2018, in order to streamline the issues of regulating the remuneration of teachers of budgetary and contract groups, it was decided that the conditions for remuneration of employees of educational organizations financed from the special account are determined by the educational organization itself, while their official salaries should not be lower than salaries financed from the budget.

8. Evaluation of the quality of the teaching staff of the VET system. Qualification

The main requirements for the competencies of VET teachers are spelled out in job descriptions developed and approved by the leadership of the educational institution. The requirements for the level of qualification are determined by the Models of the State Educational Standards of PVEs and SVEs. With the cancellation of categories for VET teachers in 2011, certification of teachers was practically abolished. The quality of teachers is mainly assessed at the level of the educational institutions themselves through visits / mutual visits to lessons, conducting open lessons by teachers. Within the framework of the ADB Second Project "Vocational Education and Skills Development" in 2016, a qualification structure for teachers of PL and SVEI was developed, which describes three qualification levels for teachers of PVEs and SVEs. For each qualification level, a professional standard has been developed, which reflects the areas and types of professional activities of a teacher, and tools for assessing a teacher's competencies.

The assessment of teacher competencies is based on approaches such as evidence-based assessment and teacher self-assessment. In 60 pilot schools (42 VETs and 18 colleges) the competencies of their teaching staff were assessed, in total about 1900 persons (17% of the total number of teachers in the VET system). As a result of the teacher competency assessment, training needs were identified in four main areas of activity: learning/teaching, assessment of learning outcomes, normative acts of the TVET system, and social partnership, as well as key/general social skills of the teacher.

The assessment results showed that more than half of teachers need training in all competencies, including key/cross-cutting skills.

Computer literacy

The mapping of educational institutions of the PVE system included the collection of data under the category "Computer literacy". In total, information was received about 5239 people working in the PVE system, employees of 98 professional lyceums throughout the republic.

According to the data presented, out of 5239 people: 3790 people do not own a PC - 72%. The survey covered all employees of educational institutions.

Professional development of teaching staff

According to the Law of the Kyrgyz Republic on Education, every 5 years a teacher is obliged to take refresher courses. The main body providing advanced training in the system of PVEs is the Republican Scientific and Methodological Center.



Every year, more than 600 people from all regions of the country undergo advanced training at the RSMC and master new methods of teaching/learning, which is only 17% of the total number of teaching staff in the PVE system. In addition, more than 200 people (6%) per year are trained under various donor projects on various issues that are relevant to the system.



The Project

HERo - New narratives towards a gender equal society is aimed at supporting transformation of deeply entrenched patriarchal behavioral attitudes in society by fighting against the spread of gender and social discrimination in education, mass media, and applying an effective and productive response to gender-based discrimination, in line with Sustainable Development Goal 5. The project wants to support government bodies, civil society organizations, education institutions and the media in promoting gender equality and preventing gender discrimination, and disseminating positive gender narratives at all levels of society.

“HERo” is implemented by the Public Association “Social Technologies Agency” (Kyrgyz Republic) and the Center for Creative Development “Danilo Dolci” (Italy) with financial support from the European Union for 36 months, from 2019 to 2022 (European Instrument for Democracy and Human Rights – Country Based Support Scheme for Kyrgyzstan 2018 – 2019).

PRIORITY AREAS

Stereotype-free education

Supporting the conduct of anti-discrimination and gender expertise of standards and training materials, as well as increasing the gender competence of educators in the Kyrgyz Republic.

Gender-sensitive media standards

Assistance in the development and implementation of standards of gender-sensitive journalism in Kyrgyzstan as well as methodological support to universities on the application of these standards in the training of journalism specialists, thus improving the cooperation between the media and gender experts & NGOs.

Gender Policy Collaboration

Supporting interagency cooperation to prevent and respond to gender discrimination and violence at the national and local levels by increasing the capacity of gender-responsive ministries, departments, local self-government, strengthening the capacity of civil society organizations to effectively interact with state bodies and local self-government in order to advance the gender equality agenda.

Products and results

- Research and analytical reviews of the gender dimension in the priority areas of the project
- Normative legal documents on the regulation of gender issues in the framework of priority areas
- Methodical guides, manuals for target groups of the project in Kyrgyz and Russian languages
- Training modules, training courses, including online, in Kyrgyz and Russian Videos, educational materials, information campaigns and actions in
- Kyrgyz and Russian Raising-awareness events to spread the results and involve the target groups at all levels.

Full details of the project can be found on the website and social pages of the project:



Website: <https://hero-datkayim.kg/>

Facebook: <https://www.facebook.com/DatkAyim2019>

Instagram: https://instagram.com/datkaiym_hero?igshid=zici5bc7e8yq

YouTube: <https://www.youtube.com/channel/UCwVLDlowjyokVfRr1JtYiTw>