



## Kyrgyz Republic Team

Case study in progress from the KIX-EAP learning cycle “Diagnostic tools for improving education policy planning” held in collaboration with IIEP UNESCO

Gulkhumar Abdullayeva

Ainur Koshmatova

Aida Begalievna

Farida Ryskulueva

Aigul Kulmatova

Myram Nasarbaeva



## About case studies in progress

This case study in progress was drafted by a national team that participated in the KIX EAP Learning Cycle on Diagnostic tools for improving education policy planning. Case studies in progress are ongoing and incomplete studies. As such, the KIX EAP Hub/ NORRAG does not guarantee the quality of the work nor the accuracy of the data.

The KIX EAP Learning Cycles are supported by the Global Partnership for Education (GPE) Knowledge and Innovation Exchange (KIX), a joint endeavour with the International Development Research (IDRC), Canada. The findings, interpretations, and conclusions expressed in the Learning Cycle outputs do not necessarily reflect the views of the KIX EAP Hub, NORRAG, GPE, IDRC, its Board of Governors, or the governments they represent.

## About the KIX-EAP Hub

The Global Partnership for Education (GPE) Knowledge and Innovation Exchange (KIX) is a joint endeavour with the International Development Research Centre (IDRC) to connect expertise, innovation, and knowledge to help GPE partner countries build stronger education systems and accelerate progress toward SDG 4. There are globally four KIX hubs or Regional Learning Partners, overseen by IDRC. The hub functions as a regional forum within KIX. NORRAG (Network for International Policies and Cooperation in Education and Training) is the Regional Learning Partner for the KIX Europe Asia Pacific (EAP) hub.

The KIX EAP hub facilitates cross-country knowledge and innovation exchange and mobilisation, learning, synthesis, and collaboration among national education stakeholders in 21 GPE partner countries in the EAP region. The hub also offers opportunities for peer learning and exchange by means of professional development and inter-country visits.

## About the learning cycle on Diagnostic tools for improving education policy planning

This case study in progress is a result of the KIX EAP Learning Cycle “Diagnostic tools for improving education policy planning”. Facilitated by the UNESCO International Institute for Educational Planning (IIEP), this professional development course ran from 20 September to 11 November 2022. Across 8 weeks, this Learning Cycle enabled participants to identify system bottlenecks for improving education policy planning, with a special focus on the use of diagnostic tools for system performance analysis. 14 national teams from 13 countries took part in this Learning Cycle: Cambodia, Georgia, Kyrgyz Republic, Lao PDR, Maldives, Moldova, Mongolia, Pakistan (Balochistan), Pakistan (Sindh), Papua New Guinea, Sudan, Tajikistan, Timor Leste and Yemen.



# 1. Introduction

The Kyrgyz Republic is a Central Asian state with an area of 199.4 thousand square km.

The main territorial units are 7 regions, 40 districts, 25 cities, 440 aiyl aimaks and 19 settlement administrations.

The population of the republic is 7 million at the end of November 2022.

The Republic has common borders with the People's Republic of China, the Republic of Kazakhstan, the Republic of Uzbekistan and the Republic of Tajikistan.

The total length of the state border of the Kyrgyz Republic with neighboring states is 4675.17 km.

In accordance with Article 46 of the Constitution of the Kyrgyz Republic, everyone has the right to education and the right to receive free pre-school, basic general, secondary general and primary vocational education in state educational organizations.<sup>1</sup>

The Law of the Kyrgyz Republic «On Education» dated April 30, 2003 No. 92, Article 3 provides that «citizens of the Kyrgyz Republic have the right to education regardless of gender, nationality, language, social and property status, health limitations, type and nature of occupation, religion, political and religious beliefs, place of residence and other circumstances»<sup>2</sup>.

The education system in the republic consists of: pre-school education (nursery, nursery kindergartens, kindergartens, schools-kindergartens), school education (schools, lyceums, gymnasiums), out-of-school education (out-of-school organizations), primary vocational education (professional lyceums, colleges), secondary vocational education (colleges, technical schools), higher vocational education (institutes, academies, universities, conservatories), postgraduate vocational education (postgraduate, doctoral studies), additional education for adults (including retraining and advanced training of personnel)<sup>3</sup>.

---

<sup>1</sup> Constitution of the Kyrgyz Republic, April 2021, article 46.

<sup>2</sup> Law of the Kyrgyz Republic "On Education" dated April 30, 2003 No. 92, article 3.

<sup>3</sup> National Statistical Committee of the Kyrgyz Republic, Statistical Compendium "EDUCATION AND SCIENCE IN THE KYRGYZ REPUBLIC", Bishkek 2018.

## 2. Section 1 - Introduction

The Ministry of Education and Science of the Kyrgyz Republic (MES) implements education policy. Based on the data received from the EMIS MES and information on the demand for education at all levels, it analyzes them and plans the educational process as a whole in the republic and separately in each region, city, village, determining the needs for teachers, textbooks, computer and other technologies, material and financial support, etc.

The National Statistical Committee of the Kyrgyz Republic (NSC) collects information and generates aggregated statistical data, with subsequent official publications on enrollment in education at all levels, by territorial division, by sex and age.

The Ministry of Education and Science and the National Statistical Committee publish reports at different intervals, depending on the type and form of reports. For example, statistical reports are published on enrollment in primary, basic and secondary general education institutions, on the number of daytime general education schools and the number of students in them, on the commissioning of general education schools, on students who dropped out of general education organizations during the academic year, and other types of reports. Also, the Statistical Collection "Education and Science in the Kyrgyz Republic" is published every 5 years.

The EMIS MES regularly prepares enrollment data by territory, student enrollment by age, gender and grade, based on the national school census, which is conducted annually immediately after the start of the school year.

This Knowledge Report is based on a study of completion-related issues obtained through the KIX EAP Learning Cycle "Diagnostic Tools for Improving Education Policy Planning".

The report contains a brief analysis of the dropout of students from general education institutions during the school year and summer period, as well as the causes and consequences of this.

However, the subject of our team's research was school education in the border regions of the Kyrgyz Republic, namely the number of students who dropped out, using the example of the Batken region (in addition to the existing economic and other social problems, this area is subjected to a threat to the safety of schoolchildren in the learning process and the process of students dropping out every year from schools increases).

According to the data of the National Statistical Committee of the Kyrgyz Republic, the enrollment rate in the country in primary, basic and secondary general educational institutions, by sex, is 98.8%.

*Table 1. Enrollment ratio in primary, basic and secondary educational institutions (as a percentage of the corresponding group)*

	2013/2014	2014/2015	2015/2016	2016/2017	2017/2018
<b>Коэффициент охвата обучением в 1-11 классах, всего</b>	<b>90,2</b>	<b>90,4</b>	<b>93,4</b>	<b>98,4</b>	<b>98,8</b>
мальчики	89,7	89,9	92,9	97,9	98,3
девочки	90,6	90,9	93,8	98,8	99,3
в том числе в:					
<b>1-4 классах<sup>1</sup>, всего</b>	<b>102,4</b>	<b>101,5</b>	<b>107,3</b>	<b>117,9</b>	<b>117,2</b>
мальчики	102,8	101,9	107,9	118,3	117,5
девочки	102,0	101,1	106,6	117,5	116,8
<b>5-9 классах, всего</b>	<b>95,0</b>	<b>95,2</b>	<b>96,2</b>	<b>96,9</b>	<b>97,0</b>
мальчики	95,0	95,4	96,6	97,3	97,2
девочки	94,9	94,9	95,9	96,4	96,7
<b>10-11 классах, всего</b>	<b>53,4</b>	<b>54,2</b>	<b>55,2</b>	<b>54,9</b>	<b>54,9</b>
мальчики	50,2	49,8	50,3	50,1	49,8
девочки	56,7	58,7	60,2	59,9	60,1

An exception is the enrollment ratio for students in grades 10-11, where the percentage was about 55%. In addition, in the regions, the values of enrollment rates are lower, so for 2021 in Talas region (95.1%), Osh region (91.3%), Naryn region (99.2%).

Table 2. Coverage of children with basic general education (grades 1-9) by gender and territory. (as a percentage of the corresponding age group 7-15 years old, at the beginning of the school year)

items	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
<b>Kyrgyz Republic</b>	<b>96,5</b>	<b>97,1</b>	<b>97,7</b>	<b>98,4</b>	<b>98,2</b>	<b>101,5</b>	<b>107,0</b>	<b>106,9</b>	<b>106,5</b>	<b>105,6</b>	<b>104,8</b>	<b>104,4</b>
boys	96,9	97,6	98,1	98,7	98,5	102	107,4	107,2	107,1	106,0	105,0	104,6
girls	96,2	96,5	97,3	98,2	97,9	101	106,6	106,6	105,9	105,3	104,6	104,1
<b>Batken oblast</b>	<b>97,8</b>	<b>98,4</b>	<b>99,2</b>	<b>99,6</b>	<b>98</b>	<b>104,6</b>	<b>108,7</b>	<b>107,2</b>	<b>106,3</b>	<b>106,2</b>	<b>105,1</b>	<b>103,6</b>
boys	97,9	98,4	99,6	99,7	98	104,5	108,7	107,3	106,7	106,6	105,4	103,7
girls	97,8	98,5	98,7	99,5	98,1	104,6	108,7	107	105,8	105,9	104,8	103,5
<b>Jalal-Abad oblast</b>	<b>95,3</b>	<b>94,9</b>	<b>94,6</b>	<b>94,3</b>	<b>93,6</b>	<b>94,8</b>	<b>103,7</b>	<b>103,7</b>	<b>102,8</b>	<b>100,5</b>	<b>101,4</b>	<b>101,7</b>
boys	96,1	95,6	95,1	94,8	94,3	95,4	104,4	104,6	103,8	100,6	101,6	102,2
girls	94,4	94,3	94,1	93,7	92,9	94,1	103	102,8	101,8	100,3	101,1	101,3
<b>Issyk-Kul oblast</b>	<b>97,4</b>	<b>97,1</b>	<b>97,4</b>	<b>97,1</b>	<b>96,5</b>	<b>102,3</b>	<b>105</b>	<b>104,2</b>	<b>104,8</b>	<b>103,5</b>	<b>102,6</b>	<b>102,4</b>
boys	98,2	97,9	98,4	97,9	97,8	103,5	105,9	104,9	106,2	104,6	103,4	103,4
girls	96,5	96,2	96,4	96,3	95,1	101,1	104	103,4	103,5	102,5	101,7	101,4
<b>Naryn oblast</b>	<b>97,0</b>	<b>97,6</b>	<b>96,3</b>	<b>94</b>	<b>92</b>	<b>93</b>	<b>100</b>	<b>102</b>	<b>100,4</b>	<b>99,9</b>	<b>99,2</b>	<b>99,2</b>
boys	98,1	100,1	99,0	95	93,8	94,5	101,2	102,5	101,7	101,1	100,2	100,3
girls	96,0	95,0	93,7	92,5	90,9	92,3	99,1	100,4	99,0	98,7	98,1	98,1
<b>Osh oblast</b>	<b>90,4</b>	<b>89,7</b>	<b>90,0</b>	<b>91</b>	<b>88</b>	<b>88,5</b>	<b>93,8</b>	<b>93,7</b>	<b>92,9</b>	<b>92,4</b>	<b>92,3</b>	<b>91,3</b>
boys	90,6	90,3	90,6	91,5	88,4	88,7	94,2	93,8	93,5	92,9	92,7	91,7
girls	90,1	89,1	89,4	90,5	87,6	88,2	93,4	93,6	92,2	92,0	91,9	90,9
<b>Talas oblast</b>	<b>95,2</b>	<b>94,7</b>	<b>93,5</b>	<b>93,1</b>	<b>92</b>	<b>102,9</b>	<b>102,7</b>	<b>101,5</b>	<b>99,1</b>	<b>96,9</b>	<b>95,5</b>	<b>95,1</b>
boys	95,2	95,8	94,6	94,2	93,6	104,6	104,3	103,2	99,9	98,5	96,8	96,4
girls	95,2	93,6	92,3	91,9	90,3	101,2	101,1	99,8	97,5	95,2	94,1	93,8
<b>Chui oblast</b>	<b>106,8</b>	<b>107,7</b>	<b>109,9</b>	<b>111,8</b>	<b>114,1</b>	<b>119,4</b>	<b>124,8</b>	<b>124</b>	<b>123,4</b>	<b>121,9</b>	<b>119,7</b>	<b>119,5</b>
boys	107,2	108,4	110,7	112,2	114,6	120	125,2	124,5	123,8	122,7	119,9	120,2
girls	106,3	107,0	109,0	111	113	119	124	124	123,1	121,1	119,4	118,7
<b>Bishkek city</b>	<b>95,1</b>	<b>97,6</b>	<b>98,8</b>	<b>100,9</b>	<b>103,7</b>	<b>107,9</b>	<b>112,5</b>	<b>111,9</b>	<b>111,5</b>	<b>111,5</b>	<b>108,0</b>	<b>106,3</b>
boys	94,1	97,0	96,8	99,3	102,1	107,3	111,5	110,7	110,9	110,4	107,0	105,2
girls	96,1	98,2	100,8	102,5	105,3	108,6	113,5	113,1	112,2	112,6	119,1	107,5
<b>Osh city</b>	<b>106,3</b>	<b>114,3</b>	<b>118,6</b>	<b>123,8</b>	<b>128,6</b>	<b>129,5</b>	<b>135,7</b>	<b>140,7</b>	<b>146,9</b>	<b>149,2</b>	<b>149,9</b>	<b>152,7</b>
boys	106,5	114,1	117,7	121,7	126,8	130,3	136,5	139,9	146,5	148,1	147,2	150,6
girls	106,0	114,6	119,5	126,1	130,5	128,7	135	141,5	147,3	150,4	152,7	154,9

This map shows the school locations with 5km buffers each. It shows great potential to be used with relevant landscape and population data to figure out school accessibility for out school going-aged population. The team hopes to take the learning from the training further and make better use of isochrone methods taking into account the various rivers, landscape, and road availability to better measure accessibility.

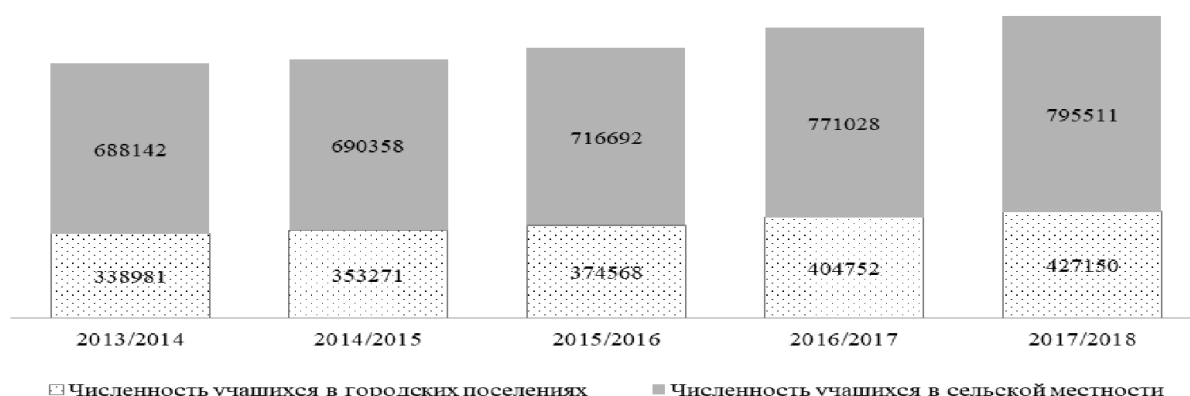


Figure 1. Number of students in daytime general education organizations in urban areas and rural areas (at the beginning of the school year, people)

### 3. Section 2 (Part A) - Learning to pass the level

As the data show, the number of students in rural areas (2017/2018 - 795,511 people) prevails over the number of students in cities (in 2017/2018 - 427,150 people).

The number of students who completed their studies in general education institutions, namely grade 11, decreased in 2018, in 2019 and 2020, by 48.9 thousand people, 49.6 thousand people and 50.6 thousand people, respectively. The influence of various factors that cause students to leave general education organizations, which usually leads to a decrease in the number of students in schools.

*Table 4. Number of graduated students by types of organization, patterns of ownership*

<i>(thsd.people)</i>											
Items	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Secondary shcools (9 grades)	100,9	94,4	92,1	91,4	90,7	89	89,9	91,8	96,7	102,4	102,2
High shcools (11 grades)	56,7	55,9	52,8	50,0	51,8	53,4	52,8	49,8	49,6	50,6	54,1
Vocational schools	28,1	25,4	27,5	25,5	25,7	24,8	29,8	33,3	27,9	24,9	23,6
Secondary special educational institutions	15,5	16,4	17,9	23,0	27,1	28,7	27,0	27,6	28,0	28,4	29,1

However, the completion rate of general education institutions in cities is higher than in rural areas. Based on the analysis of the EMIS MES data on the completion of the level of education by students in general education schools, including by territorial division, various reasons were identified.

*Table 5. Graduation from general educational schools by territory*

<i>(thsd.people)</i>											
Items	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
<b>Kyrgyz Republic</b>	<b>56,7</b>	<b>55,9</b>	<b>52,7</b>	<b>50,1</b>	<b>51,8</b>	<b>53,4</b>	<b>52,8</b>	<b>49,8</b>	<b>49,6</b>	<b>50,6</b>	<b>54,1</b>
Batken oblast	6,5	6,5	6,2	5,7	5,9	5,7	5,8	5,3	5,0	4,9	5,0
Jalal-Abat oblast	12,3	12,2	11,5	10,6	10,6	10,8	10,2	9,7	9,6	9,8	10,2
Yssyk-Kul oblast	5,6	5,4	4,8	4,6	4,9	4,9	4,8	4,6	4,7	5,0	5,4
Naryn oblast	3,5	3,5	3,3	3,2	3,4	3,3	3,5	3,4	3,2	3,4	3,6
Osh oblast	12,5	12,5	11,7	11,1	11,6	11,9	11,4	10,1	9,6	9,2	9,9
Talas oblast	2,8	2,6	2,5	2,3	2,1	2,3	2,3	2,3	2,4	2,4	2,7
Chui oblast	5,9	5,6	5,5	5,3	5,2	5,7	5,8	6	6,2	6,7	7,3
Bishkek City	5,9	5,6	5,1	5,3	6,0	6,6	6,7	6,6	7,1	7,4	7,9
Osh City	1,7	2,0	2,0	2,0	2,1	2,3	2,2	1,8	1,8	1,8	2,1

Students in Osh and Jalal-Abad oblasts make up a larger share than in other oblasts. At the same time, the dropout rate in these areas also remains high.

Thus, the main reasons for not completing their studies or dropping out of students from general educational organizations during the academic year and summer period are: transfer to other general educational organizations, to educational organizations of vocational education at the primary and secondary levels, in connection with entering a job, in connection with leaving republics.

*Table 4. Students dropout from general education organizations during an academic year and summer period*

	Human		%	
	2017	2021	2017	2021
Total dropout of students	86499	87797	100	100
Out of them:				
Other daytime general education organizations	66 351	69 582	76,7	79,3
General education organizations of elementary professional education	2 793	2 520	3,2	2,9
Daytime departments of education organizations of the middle professional education	7 301	6 148	8,4	7
Various courses	1 204	1 230	1,4	1,4
Entering a job	1 567	1 067	1,8	1,2
Leaving the republic	4 427	4 759	5,1	5,4
Don't work and don't study	520	545	0,6	0,6

In 2021, compared to 2017, the importance of dropout students has increased. The reason was admission to other daytime educational organizations - 79.3% (in 2017 - 76.7%), in connection with leaving the republic - 5.4% (in 2017 - 5.1%). At the same time, it should be noted that the number of students who dropped out due to employment decreased from 1.8% to 1.2%, those who entered full-time departments of educational institutions of secondary vocational education from 8.4% to 7.0%, and the number of students who dropped out in educational organizations of primary vocational education decreased by 0.3%, amounting to 2.9%.

The largest number of students who dropped out of general education institutions during the year is observed in the following regions: Osh (21%), Chui (22%), Jalal-Abad (12%), as well as in Bishkek (14%). The main reason for the departure of children during the school year is internal migration, the transfer of children to general educational organizations where education is conducted at a higher level, as well as the need to earn money. At the same time, boys drop out of school at a faster rate than girls.

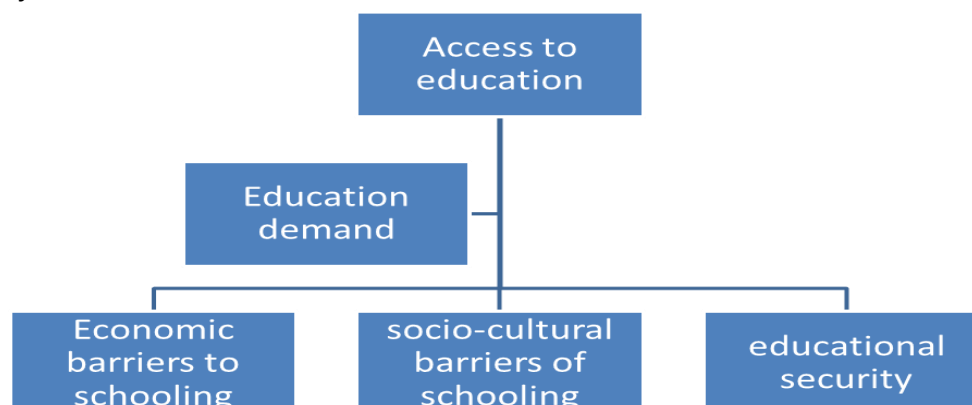
In general, despite the increase in the number of schools, the country maintains high class occupancy. Thus, at the beginning of the 2021/2022 academic year, the average class size was more than 25 students, while in private schools it is lower (18 students per class) than in public schools (26 students).

In addition, in the 2017/2018 academic year, about 97 % of children aged 11-15 attended the main secondary general education organizations (grades 5-9). There is still a low coverage of children studying in grades 10-11 of general educational institutions (about 55 %), especially among boys (about 50 %). This is due to an increase in the number of adolescents and young people who, due to material interests, are forced to receive 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.

## 4. Section 2 (Part B) - Exploring Level Completion



Analyzing the reasons for the departure of students from general education schools, it is necessary to study the sources of the reasons for the departure of students. As a rule, the reasons for the decline in demand for educational services can be grouped into three areas: *economic*, *socio-cultural* and related to the *security of the provision of educational services and access to education*.



One of the important and main reasons for dropping out students is the transition to other daytime general education organizations - 79.3% of the total number of dropouts.

The low level of socio-economic development of regions, the lack of infrastructure and communications does not allow providing schools with professional personnel (teachers and school administrators), the low level of teachers' salaries leads to the unwillingness of teachers to improve their skills, apply new teaching methods. In addition, the lack of motivation for young professionals reduces the level of qualified teachers in rural schools, and this, in turn, leads to the "obsolescence" of the personnel potential of general education organizations. Also, the problem with the lack of funding for educational institutions does not allow providing educational materials, manuals, equipment and technology that meet modern requirements of the time. All these factors affect the quality of teaching, and, as a result, cause students to drop out of local school organizations where students live.

Having studied this problem, we can say that the quality of teaching, the lack of individual subject teachers in the field, as well as low material and technological support, lead to students' unwillingness to continue their education in local educational institutions. The lack of qualified personnel potential, and in some areas, especially the distant (outback) lack of subject specialists, leads to the departure of high school students in order to acquire new knowledge and skills, including professional ones. Also, another reason for dropping out is the employment of high school students. The value decreased by 0.6% in 2021 compared to 2017.

At the same time, the dropout of students from general education schools is associated not only with the transfer to other schools. The reason is the internal and external migration of the population. The main reason for the low standard of living and income of the population in the regions and villages leads to the need of the population migration in search of better living conditions, relatively high wages and the highest quality education for children. The increase in the number of students who dropped out of secondary schools associated with leaving the republic increased by 0.3% compared to 2017 to 2021 due to the low level of regional development, quality of life and education. And as a result, it leads to the dropout of students from educational institutions.

However, despite a number of socio-economic reasons that affect the educational process in the regions, political stability and the security of the provision of educational services remain important.

As an example, the subject of our team's research was school education in the border regions of the Kyrgyz Republic, namely the number of students who dropped out, using the example of the Batken region (in addition to the existing economic and other social problems, this area is annually threatened by the safety of schoolchildren in the learning process and the process of dropping out pupils from schools increases).

## Obstacles to student education in Batken region



The border regions have significant resources of mineral raw materials, non-ferrous and precious metals, iron ore, coal, oil, as well as rich hydropower resources.

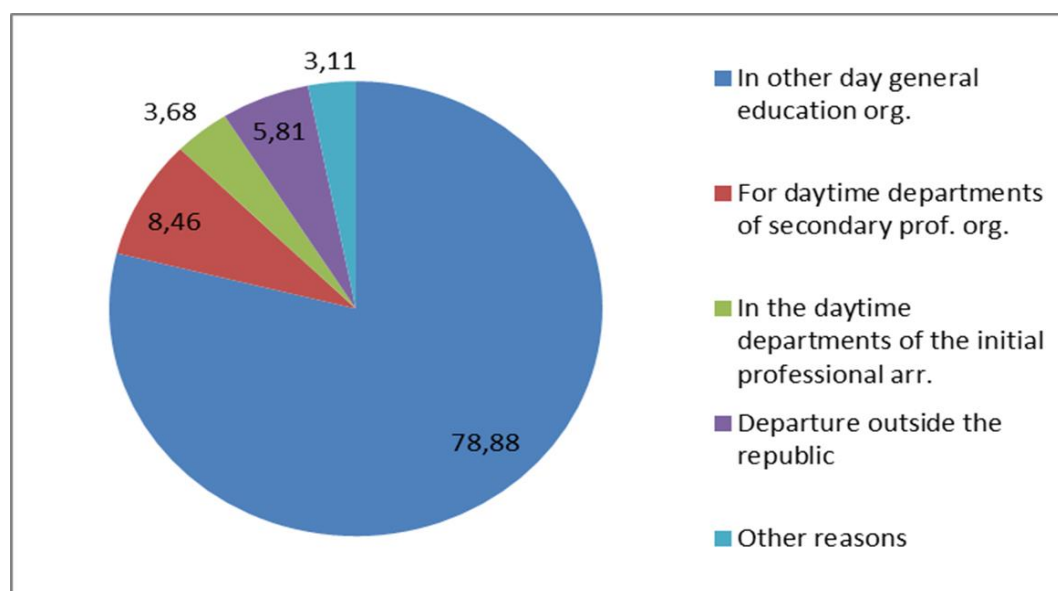
At the same time, along with the presence of rich natural resources, the population of border villages is under pressure from such negative factors as: difficult natural and climatic conditions, poor development of the territory, remoteness from the industrial centers of the country, inaccessibility of most of the territory, lack of a developed road network, the outflow of the population, the threat of economic, demographic and cultural-religious expansion into the border area.

Over the past decade, military attacks by Tajikistan have become more frequent in the Batken region, related to the contestation of the border areas, which occurred with armed attacks on social facilities, schools and residential buildings of the population.

All mentioned above reasons can be an obstacle of students' dropout in Batken region.

*Table 8. The number of daytime general education schools and the number of students in them at the beginning of the 2021/2022 academic year in Batken region*


Name	Number of general education schools	including		Number of students, people	including			
		state	private		state	private	girls	boys
					12055		6029	6274
BATKEN REGION	248	236	12	123030	2	2478	0	0
BATKEN DISTRICT	53	53	0	19525	19525	0	9683	9842
							1509	1581
LEILEK DISTRICT	67	66	1	30913	30731	182	7	6
KADAMZHAYSKY DISTRICT	87	84	3	45851	45225	626	2247	2338
							1	0



*Figure 2. Reasons for dropping out students*

## 5. Section 3. Policy options

To solve problems and eliminate the causes of their occurrence, the Ministry of Education and Science and the Government need to take the following measures:



1) Economic activities. Regional development. For example, the Batken region can be built through the construction of social facilities, international educational institutions (schools, universities), which will attract investment to the region, contributing to the development of infrastructure.

2) Social and cultural events. Carrying out cultural events at the international level, in the field of cinematography, theater and music festivals, ethnic events, etc.

3) Ensuring security and access to education and educational institutions. Construction of new modern educational facilities using new protective elements and technologies, provision of buses for students, if necessary, in case of evacuation. Conducting explanatory work among students and teachers, school administrations and the population on evacuation and deployment by the Ministry of Emergency Situations in case of emergency.

4) The Ministry of Education and Science of the Kyrgyz Republic and the Ministry of Finance of the Kyrgyz Republic allocate funds to increase wages and social benefits for young teachers.

As can be seen from the analysis of the situation in the border areas of the Batken region and in the regions of the republic as a whole, the dropout of students from general educational organizations occurs due to the following main problems: economic, social and lack of security.