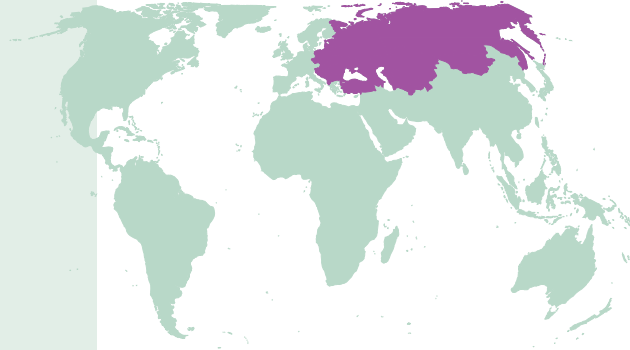


# Regional overview: Central and Eastern Europe and Central Asia



*Central and Eastern Europe (CEE) and Central Asia (CA)<sup>1</sup> have made steady progress in education since 1999. In particular, participation in pre-primary and tertiary education has increased considerably, although wide disparities remain across the two regions and between countries. While enrolment ratios in primary education are high, renewed commitment is needed to bring into school the remaining 2 million children of primary school age who were not enrolled in both regions combined. These children are concentrated in poor and vulnerable households. Innovative policy solutions are needed to bring them into the education system by 2015. Getting children into school is important, but the ultimate purpose of schooling is to provide children with an education that equips them with the skills and knowledge they need to lead productive lives. A recent international assessment shows that the quality of education varies widely and, for many countries, improvements are desperately needed. With some 9 million adult illiterates in the two regions, literacy also remains a concern in some countries.*

*Persistent inequalities are hindering progress towards the EFA goals globally, regionally and nationally. The EFA Global Monitoring Report 2009 finds that, within countries, disparities based on wealth, location, gender, immigration or minority status and disability deny millions of children a good-quality education. The Report examines these inequalities and turns the spotlight on the role that education governance can play in overcoming them. It shows that current approaches to education governance reform all too often fail the poor and disadvantaged. This regional overview reveals that, while CEE and CA continue to make progress on most of the EFA goals, wide disparities within countries hold back overall progress.*

1. This is according to the EFA classification. See the table at the end for countries in the two regions.

## EFA progress and challenges

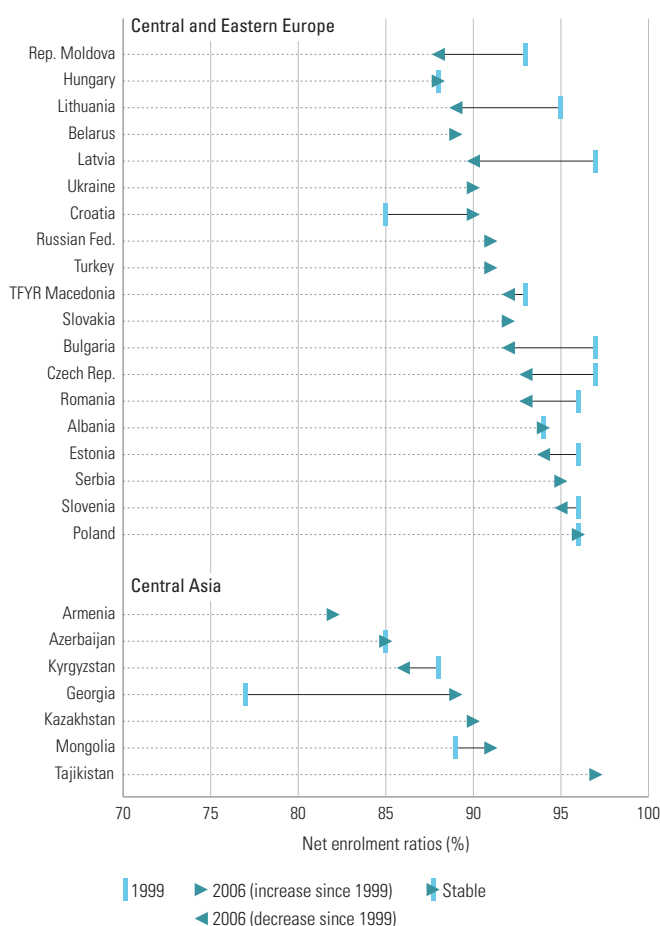
### Early childhood care and education

The path towards Education for All starts long before primary school. Adequate nutrition, good health and an emotionally secure, language-rich home environment during the earliest years are vital for later success in education and life. Yet a number of children lack these advantages and access to pre-school provision remains limited and unequal in many countries of CEE and CA.

Child mortality is one of the most sensitive barometers of the well-being of children under 5. It captures premature death and provides a view of the health and nutritional status of the next generation of primary school-age children. High levels of child mortality and malnutrition are formidable development challenges in their own right. They are also symptoms of wider problems that directly affect education.

- The most recent under-5 mortality rates in CA show that 62 of every 1,000 children die before their fifth birthday, a rate well above the average for transition countries (38‰). Child mortality rates are particularly high in Azerbaijan (86‰), Tajikistan (78‰) and Turkmenistan (95‰), while at the other end of the spectrum are Armenia (34‰) and Kazakhstan (29‰).
- The under-5 mortality rate in CEE stood at 21‰, with developed countries tending to have lower mortality rates than transition countries. There are large country differences in child mortality rates: the Czech Republic (5‰) and Slovenia (6‰) have the lowest rates and Montenegro (24‰) and Turkey (32‰) the highest.
- Levels of child malnutrition in CA, measured by the percentage of children with moderate or severe stunting, are greatest in Mongolia (21%) and Tajikistan (27%). With the exception of Albania, malnutrition rates in CEE are below 15% among countries where the data are available.



**Figure 2: Changes in primary net enrolment ratios between 1999 and 2006**

- Turkey had the largest out-of-school population (729,000 in 2006) in CEE, accounting for 45% of the region's total. Projections for 2015 indicate that 710,000 children will remain out of school in Turkey if recent trends continue.
- The circumstances and characteristics of out-of-school children vary. In CEE half the out-of-school children were expected to enter school later than the official starting age. A further 42% were unlikely to enrol without new policies and additional incentives to address specific structures of disadvantage. In CA 38% of out-of-school children had dropped out, suggesting that policies aimed at retention are crucial to achieving UPE. More than one-third were expected never to enrol and 27% to enrol late.

### Progression through school: repetition, dropout, low survival rates

- Getting children into school is a necessary condition for achieving UPE, but not a sufficient one. What counts is completion of a full cycle. Survival rates in CEE and CA

are high. For example, in 2005 the median survival rates to the last grade of primary school were 97% in CEE and 99% in CA.

- With high levels of survival, achieving UPE in these regions, particularly in CEE, will be largely determined by the extent to which access can be extended to children currently out of school.

### Disparities within countries and other barriers to UPE

- In many countries the distribution of children not attending school is skewed towards the poor. Poverty interacts with wider inequalities and markers for disadvantage related to gender, location, language and other factors. Breaking down these inequalities is a key to accelerated progress towards UPE in both regions.
- Every country faces its own distinctive set of challenges in achieving UPE, but child labour, ill health and disability are three of the most common. Children with disabilities, for example, are among the most marginalized and least likely to go to school. In Mongolia, attendance rates for children aged 6 to 11 are 41% for children with disabilities and 58% for children without disabilities. While there are no blueprints for accelerating progress towards UPE, five broad lessons can be drawn from the experience of strong country performers:

1. Set ambitious targets.
2. Get serious about equity.
3. Raise quality while expanding access.
4. Strengthen wider anti-poverty commitments.
5. Develop an agenda for equitable governance.

### Secondary education and beyond: some gains

Increasing participation in secondary and tertiary education is an explicit part of the Dakar commitment to EFA and of the Millennium Development Goals (MDGs) on gender parity and equality. It is also important because of the incentives it provides for children to complete primary school. In addition, it expands the supply of qualified teachers and improves knowledge and skills for the labour market.

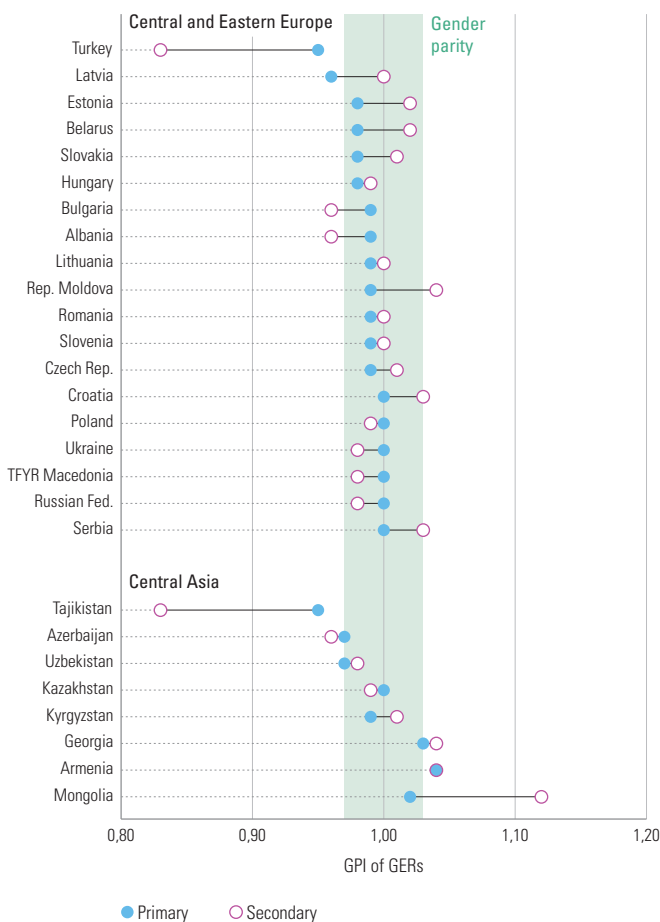
- Almost all children who complete primary school in CEE and CA go on to secondary education, where GERs remain high.
- Participation in secondary education registered some gains in CA between 1999 and 2006, with the average GER rising from 83% to 91%. The indicator remained almost unchanged in CEE, at 88% in 2006.



## Assessing gender disparities and inequalities in education

- Among the countries with data, 21% in CEE and half of those in CA did not achieve the 2005 goal of gender parity in primary and secondary education by 2006.
- Most countries in the two regions have achieved gender parity in primary education, the exceptions being Armenia, Latvia, Tajikistan and Turkey (Figure 3). In Turkey and Tajikistan, the small gender disparities observed were at the expense of girls (GPI of primary GER at 0.95 in 2006) while slightly more girls were enrolled in primary education in Armenia (GPI of 1.04).
- In all countries with data in both regions, girls are as likely as boys to repeat grades, or less so. Often, girls also have a greater chance of surviving to the final grade of primary education. However, in Azerbaijan and Turkey, girls' survival rates to the last grade are lower than those of boys.

Figure 3: Gender disparities in primary and secondary education, 2006



- Gender disparities are more prevalent in secondary education. Tajikistan and Turkey had relatively large gaps in favour of boys at this level in 2006, while Mongolia had a significant gender gap in favour of girls.
- The rapid increases in tertiary education experienced in both regions since 1999 benefited women more than men. Between 1999 and 2006 the tertiary GPI in CA increased from 0.93 to 1.10, indicating that by 2006 more women than men were attending tertiary programmes. In CEE, the advantage for women further increased, with the GPI of tertiary GER rising from 1.18 to 1.25. Thus both regions are moving away from gender parity at this level.
- Reducing gender disparities in formal education does not automatically translate into gender equality in educational opportunities and outcomes. Girls and boys achieve very different outcomes in school, not just in overall performance but also by subject. Education systems and classroom practices partly explain these differences, but such school-based factors interact with wider social, cultural and economic forces that structure expectations, aspirations and performance along gender lines. Four distinctive themes emerge from a compilation of recent research and assessments:
  - *Girls continue to outperform boys in reading literacy and language arts* in many countries.
  - *Historically boys have outperformed girls in mathematics* in all primary and secondary grades, but there is some evidence from the two regions that this is changing. For example, grade 4 girls outperformed boys in mathematics in Armenia and the Republic of Moldova in the 2003 Trends in International Mathematics and Science Study.
  - *The science gap is often small*, though boys tend to maintain an advantage.
  - *Subject choice* in tertiary education is still marked by strong gender selection effects.

- Social conditioning and gender stereotyping can limit ambition and create self-fulfilling expectations of disparities in outcomes. Recent research underlines a strong association between the degree of gender equality in society at large and the size of gender gaps in mathematics achievement. Teacher attitudes and practices that translate into different treatment of boys and girls can also affect cognitive development and reinforce gender stereotyping. So can gender bias in textbooks.



## Education for All: measuring composite achievement

The EFA Development Index (EDI) is a composite measure that captures overall EFA progress. Ideally, it should include all six EFA goals, but due to serious data constraints, it currently focuses only on the four most easily quantified goals, attaching equal weight to each: UPE, adult literacy, gender parity and equality, and education quality, each proxied by a relevant indicator.<sup>2</sup>

For the school year ending in 2006, the EDI could be calculated for sixteen of the twenty-one CEE countries and seven of the nine CA countries. Table 1 summarizes the positions of these countries in relation to full EFA achievement (an EDI value of 1).

**Table 1: Mean distance from the four EFA goals**

<b>EFA achieved</b> <i>(EDI between 0.97 and 1.00)</i>	<b>Close to EFA</b> <i>(EDI between 0.95 and 0.96)</i>
CEE (10): Croatia, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, Slovenia, TFYR Macedonia	CEE (4): Albania, Belarus, Bulgaria, Romania
CA (4): Georgia, Kazakhstan, Kyrgyzstan, Tajikistan	CA (2): Armenia, Mongolia
<b>Intermediate position</b> <i>(EDI between 0.80 and 0.94)</i>	<b>Far from EFA</b> <i>(EDI below 0.80)</i>
CEE (2): Republic of Moldova, Turkey	None
CA (1): Azerbaijan	

2. UPE (goal 2) is proxied by the total NER (includes children of primary school age who are enrolled in either primary or secondary education); adult literacy (goal 4) by the literacy rate of those aged 15 and above; gender parity and equality (goal 5) by the gender-specific EFA index, an average of the GPIs for primary and secondary GERs and the adult literacy rate; and quality of education (goal 6) by the survival rate to grade 5. The EDI value for a given country is an arithmetic mean of the four proxy indicators. It falls between 0 and 1, with 1 representing full EFA achievement.

## Raising quality and strengthening equity: why governance matters

Education governance is not an abstract concept. It affects whether children have access to well-resourced schools that are responsive to local needs. It is also concerned with ensuring that teachers are trained and motivated, and that teachers and schools are accountable to parents and communities for learning outcomes. Education governance is about how policies are formulated, priorities identified, resources allocated, and reforms implemented and monitored.

Governance reform is a prominent part of the EFA agenda. The Dakar Framework for Action sets out broad principles, which include creating responsive, accountable and participatory education systems. The widely held conviction is that moving decision-making away from remote government agencies and making the process more localized and transparent will make education service providers more responsive to the needs and concerns of the poor. However, experience in both the developed and developing world points to highly variable results. Two key findings emerge. First, there is no blueprint for good governance: each country has to develop its own national and local solutions to governance problems. Second, governments across the world have attached insufficient weight to equity in their design of governance reforms. There is an urgent need to ensure that the interests of the poor, marginalized and vulnerable are placed firmly at the centre of the governance agenda.

The 2009 Report focuses on four areas which highlight some of the most important currents in governance reform.

### Financing education for equity

Additional funding is needed if the world is to achieve the Dakar goals. But increasing funding is part of a broader set of education policy challenges. Countries also need to improve efficiency and develop strategies addressing inequalities in education finance if EFA is to be achieved.

- In many countries, corruption is a major source of both inefficiency and inequity – the former because it means more public money provides fewer inputs and the latter because the costs of corruption invariably fall most heavily on the poor. Monitoring the use of funds through the *tracking of public expenditure* can help reduce corruption.
- Public spending on education has the potential to redress inequalities but often reinforces them instead. In some





### Box 1: Problems in Mongolia's teacher bonus system

Introducing performance-related pay is not a simple administrative matter. In Mongolia, large bonuses – up to 25% of annual salary or three months' pay – were introduced in 2006 with the aim of acknowledging outstanding teacher performance. In the first year of the reform, schools received central funding with which to give bonuses to selected teachers. In subsequent years schools were to raise their own funds or deduct money from salary supplements for some teachers to reward others. The idea of bonuses was abandoned a year after its inception, for several reasons:

- a strongly held belief in social redistribution that prohibits rewarding a few at the expense of others;
- concerns that the plan would emphasize a hierarchical structure between those who are monitored (teachers) and those who monitor (head teachers);
- the heavy load of documentation and paperwork that resulted from close and continuous monitoring over the course of a year.

## An integrated approach to education and poverty reduction

Sustained progress towards EFA depends on the effective integration of education planning with wider poverty reduction strategies, for an obvious reason: poverty, poor nutrition and ill health are significant barriers to success in education.

- Poverty reduction strategy papers have failed to make the link between education and poverty reduction, with a weak relationship to the EFA agenda, limited consideration of equity in target-setting, and poorly integrated with broader governance reforms and cross-sector approaches.
- Social protection programmes are making a strong contribution to education by addressing problems in health, nutrition and child labour.
- Political commitment, together with consultation processes that provide opportunities for civil society organizations to participate in policy discussions, is crucial. The challenge is to extend participation to make sure the voices of the poor and vulnerable are heard.

## Financing education

Dismal learning outcomes and high levels of inequality are possible at low, medium and high levels of spending. Rapid increases in spending do not necessarily lead to improved achievement levels. Yet financing thresholds are important. Students need access to a minimum level of resources and materials. Even with improved efficiency, chronic financing gaps in many countries contribute to inadequate access, poor quality, insufficient teacher recruitment and low teacher morale.

### National financing

- Among the two-thirds of CA countries with data, the median share of public education expenditure in GNP was 3.4% in 2006, below the value of 3.9% for countries in transition as a whole. For CEE, education's median share in GNP was 5.3%, similar to the average for high-income countries.
- National commitments to education varied significantly, particularly in CEE, where the share of GNP devoted to education ranged from 3.6% in Romania to 6.6% in the Republic of Moldova. In CA, Azerbaijan reported the lowest percentage in 2006 (2.4%) and Mongolia the highest (5.3%).
- Progress in the share of GNP devoted to education in the two regions has been mixed, with the numbers of countries devoting more to education being similar to those of countries maintaining or decreasing commitments. For example, between 1999 and 2006, Georgia, Kyrgyzstan and Tajikistan increased the proportion of GNP devoted to education by about one percentage point. In Azerbaijan, Kazakhstan and Mongolia the share devoted to education fell by 0.7 percentage points to about 2%. In CEE, the Republic of Moldova and Ukraine have shown impressive increases in education spending, increasing its share of GNP by 2 and 2.7 percentage points, respectively. On the other hand, declines were reported in Estonia, Latvia and Slovakia.
- The share of education in total public expenditure is a more direct measure of government commitment to education than the share in GNP. The median share of government spending on education in CEE (12.7%) was among the lowest for world regions but higher than the developed country average (11.8%).
- Government commitment to education in 2006 varied widely in the two regions. In CA, of the three countries with data available, Georgia devoted 9.3% of government



### Acronyms and definitions

**ECCE: early childhood care and education.** Programmes that, in addition to providing children with care, offer a structured and purposeful set of learning activities either in a formal institution (pre-primary or ISCED 0) or as part of a non-formal child development programme. ECCE programmes are normally designed for children from age 3 and include organized learning activities that constitute, on average, the equivalent of at least 2 hours per day and 100 days per year.

**GPI: gender parity index.** Ratio of female to male values (or male to female, in certain cases) of a given indicator. A GPI of 1 indicates parity between sexes; a GPI above or below 1 indicates a disparity in favour of one sex over the other.

**GER: gross enrolment ratio.** Total enrolment in a specific level of education, regardless of age, expressed as a percentage of the population in the official age group corresponding to this level of education. For the tertiary level, the population used is that of the five-year age group following on from the secondary school leaving age. The GER can exceed 100% due to late entry or/and repetition.

**GNP: gross national product.** Gross domestic product plus net receipts of income from abroad. As these receipts may be positive or negative, GNP may be greater or smaller than GDP. This latter indicator is the sum of gross value added by all resident producers in the economy, including distributive trades and transport, plus any product taxes and minus any subsidies not included in the value of the products.

**NER: net enrolment ratio.** Enrolment of the official age group for a given level of education, expressed as a percentage of the population in that age group.

**PISA: Programme for International Student Assessment.**

**PTR: pupil/teacher ratio.** Average number of pupils per teacher at a specific level of education, based on headcounts for both pupils and teachers.

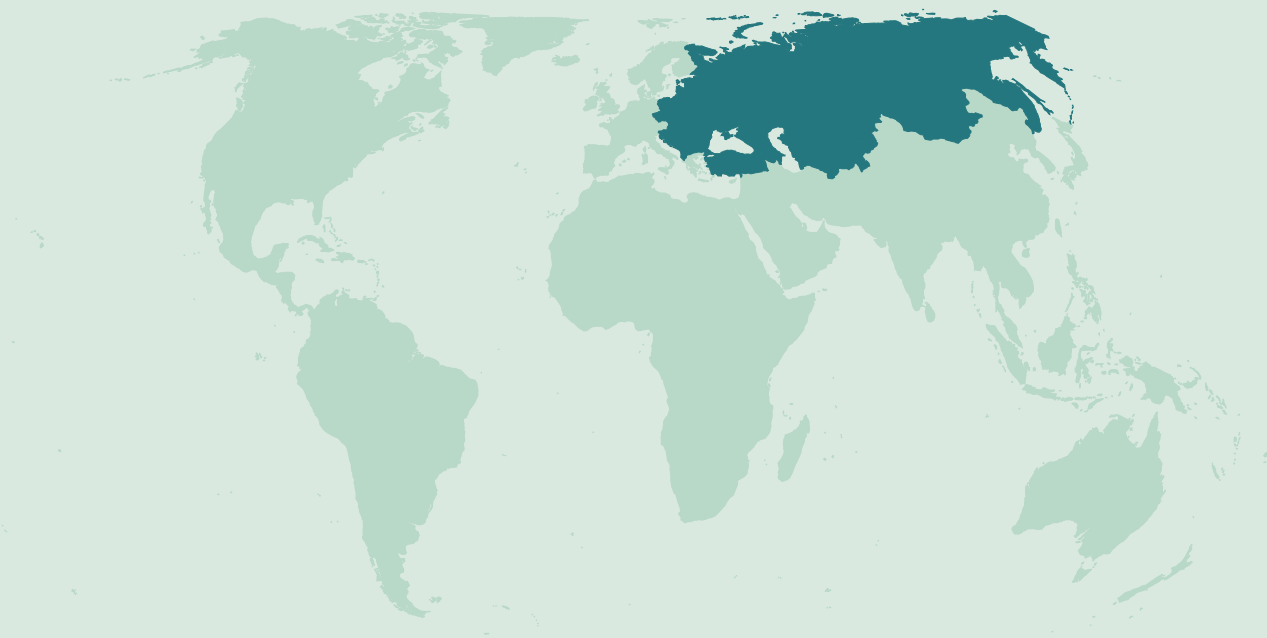


Primary education										Country or territory
NER total (%)		GPI of GER (F/M)		Out-of-school children <sup>2</sup>	Survival rate to last grade total (%)		% of trained teachers	Pupil/teacher ratio <sup>3</sup>		
1999	2006	1999	2006	2006 (000)	1999	2005	2006	1999	2006	
Central and Eastern Europe										
94	94	0.98	0.99	15	92	90	...	23	21	Albania <sup>4</sup>
...	89	0.99	0.98	39	99	99	100	20	16	Belarus
...	...	...	...	...	...	...	...	...	...	Bosnia and Herzegovina
97	92	0.98	0.99	17	93	95	...	18	16	Bulgaria
85	90	0.98	1.00	2	100	100	...	19	17	Croatia
97	<b>93</b>	0.99	0.99	<b>37</b>	98	100	...	18	16	Czech Republic
96	94	0.97	0.98	2	99	96	...	16	11	Estonia
88	88	0.98	0.98	23	97	98	...	11	10	Hungary
97	<b>90</b>	0.98	0.96	<b>7</b>	97	98	...	15	12	Latvia
95	89	0.98	0.99	13	99	97	...	17	14	Lithuania
...	...	...	...	...	...	...	...	...	...	Montenegro
96	96	0.98	1.00	100	98	98	...	...	11	Poland
93	88	1.00	0.99	17	95	97	...	21	17	Republic of Moldova <sup>4</sup>
96	93	0.98	0.99	40	96	94	...	19	17	Romania
...	91	0.98	1.00	337	95	...	...	18	17	Russian Federation
...	<b>95</b>	0.99	<b>1.00</b>	<b>15</b>	...	...	...	17	<b>13</b>	Serbia
...	<b>92</b>	0.99	0.98	<b>19</b>	97	97	...	19	17	Slovakia
96	95	0.99	0.99	3	...	...	...	14	15	Slovenia
93	<b>92</b>	0.98	<b>1.00</b>	<b>3</b>	97	<i>98</i>	...	22	<b>19</b>	TFYR Macedonia
...	91	...	0.95	729	...	<i>94</i>	...	...	...	Turkey
...	90	0.99	1.00	161	97	...	100	20	17	Ukraine
Central Asia										
...	82	...	1.04	12	...	99	<b>77</b>	...	21	Armenia
85	85	1.00	0.97	82	97	97	100	19	13	Azerbaijan
77	89	1.00	1.03	33	99	100	...	17	15	Georgia <sup>4</sup>
...	<b>90</b>	1.01	<b>1.00</b>	<b>9</b>	...	<b>100</b>	...	...	<b>17</b>	Kazakhstan
88	86	0.99	0.99	29	95	99	61	24	24	Kyrgyzstan <sup>4</sup>
89	91	1.04	1.02	7	87	<u>91</u>	...	32	33	Mongolia <sup>4</sup>
...	97	0.95	0.95	19	97	99	93	22	22	Tajikistan <sup>4</sup>
...	...	...	...	...	...	...	...	...	...	Turkmenistan
...	...	1.00	<b>0.97</b>	...	100	99	<b>100</b>	21	<b>18</b>	Uzbekistan
Weighted average		Weighted average		Sum	Median			Weighted average		
91	92	0.96	0.98	1 611	97	97	...	19	18	Central and Eastern Europe
87	89	0.99	0.98	352	97	99	93	21	19	Central Asia
88	90	0.99	0.99	899	97	99	100	20	18	Countries in transition
97	95	1.00	1.00	2 368	98	98	...	16	14	Developed countries
81	85	0.91	0.94	71 911	...	81	85	27	28	Developing countries
82	86	0.92	0.95	75 177	...	88	...	25	25	World



Education finance				Country or territory
Total public expenditure on education as % of GNP		Total aid to basic education (constant 2006 US\$ millions)	Total aid to basic education per primary school-age child (constant 2006 US\$)	
1999	2006	2005–2006 annual average	2005–2006 annual average	
<b>Central and Eastern Europe</b>				
...	...	7	31	Albania <sup>4</sup>
6.0	6.2	0	1	Belarus
...	...	2	11	Bosnia and Herzegovina
...	<b>4.5</b>	...	...	Bulgaria
...	4.6	0	1	Croatia
4.1	4.7	...	...	Czech Republic
7.0	5.4	...	...	Estonia
5.0	<b>5.8</b>	...	...	Hungary
5.8	5.2	...	...	Latvia
...	<b>5.3</b>	...	...	Lithuania
...	...	...	...	Montenegro
4.7	<b>5.7</b>	...	...	Poland
4.6	6.6	6	34	Republic of Moldova <sup>4</sup>
3.6	<b>3.6</b>	...	...	Romania
...	<b>3.9</b>	...	...	Russian Federation
...	...	...	...	Serbia
4.2	<b>4.1</b>	...	...	Slovakia
...	<b>6.0</b>	...	...	Slovenia
4.2	...	5	44	TFYR Macedonia
4.0	4.1	3	0	Turkey
3.7	6.4	1	0	Ukraine
<b>Central Asia</b>				
3.1	...	4	28	Armenia
4.3	2.4	2	4	Azerbaijan
2.0	3.2	8	23	Georgia <sup>4</sup>
4.0	<b>2.5</b>	2	2	Kazakhstan
3.7	<b>5.0</b>	12	27	Kyrgyzstan <sup>4</sup>
6.0	5.3	18	72	Mongolia <sup>4</sup>
2.2	3.5	11	16	Tajikistan <sup>4</sup>
...	...	0	1	Turkmenistan
...	...	7	3	Uzbekistan
<b>Median</b>		<b>Sum</b>	<b>Weighted average</b>	
4.4	5.3	41	4	Central and Eastern Europe
3.7	3.4	64	11	Central Asia
3.7	3.9	53	7	Countries in transition
4.9	5.3	14	19	Developed countries
4.5	4.4	3 595	6	Developing countries
4.5	4.9	4 376	8	World

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