

## **Fast - Track Initiative**

### **Technical assessment of the Education Sector Plan of the Ministry of Education and Science of Georgia.**

#### **Appraisal report<sup>1</sup>. May 2007**

Fast-Track Initiative is a global partnership between developing countries and donors to accelerate progress towards the goal of universal completion of quality primary education.

Endorsement of the national strategy is a decision of in-country donors. The appraisal process is a part of the endorsement process, which will lead the donors

- to exhaust their own possibilities to increase financing of the country's sector program ;
- to align their support to this one program ;
- to pursue resource mobilization through Catalytic Fund and/or through attracting donors not yet present in the country ;
- to enhance dialogue on key politic issues.

In Georgia, this process towards increased and coordinated support to education takes its place in a specific context, regarding school attendance, available resources, and donors' coordination.

#### **School attendance**

Access to and completion of primary education are still problematic for some children in Georgia.

According to the Ministry of Education, the primary education completion rate was, in 2005, 90.98 %<sup>2</sup>.

---

<sup>1</sup> Written by François Robert, UNICEF consultant, [contact@f-robert.com](mailto:contact@f-robert.com) , April 25, 2007.

However, on the occasion of FTI appraisal process, the Ministry and the FTI team assert that an error occurred in the projections of population, and that the primary completion rate might be 98.2 %, the enrolment remaining unchanged. This new figure is recorded in the latest version of the Strategy Plan. Unfortunately, the MoE didn't publish any official data book, and some uncertainty remains about the projections of population. Therefore, the current report keeps on considering the previously published data ( primary completion rate = 90.98 % ) as valid, until an accurate and complete set of data about populations ages 6-11 is officially published, in order to allow solid comparisons with EMIS-data.

Since the figure differs anyway from a source to another<sup>3</sup>, a technical debate should be usefully developed about this indicator.

But in any case, it is worth mentioning that:

- **the primary education completion rate ranks Georgia among the less efficient countries in the region**, regarding completion ;
- the MDG 2 (achieve universal primary education) is not yet – and not sure to be - achieved.

Otherwise, gender equity is not a problem in Georgia. The share of girls in total enrolments is 48.83 %, and since there a 1.104 boy for 1 girl at birth, 45.28 % of girls would mean exact equity.

## **Resources**

Despite a dramatic recent increase in the amount of public resources devoted to education, the sector is likely to keep on struggling with some **shortage of resources**. The authorities will have to cope with urgent needs in rehabilitation and re-equipment of classrooms<sup>4</sup>, and with a serious difficulty related to the unusually low level of teachers' wages. As a result, the 'demographic dividend' (decreasing trend in the number of school-aged children) won't balance the price of the inheritance of the past decades.

## **Partnerships**

**Few donors' agencies** are involved in Georgian education sector. The World Bank and USAID manage appreciable projects, meanwhile UNICEF, UNDP, the German Adult Education (DVV), the Open Society Georgia Foundation (OSGF) provide mainly pilot

---

<sup>2</sup> This value (EMIS) is consistent with population and enrolment available data. The EMIS team of MoE assumes that the level of drop-out is closely linked with emigration of numerous families, and that the real completion might be much better. Unfortunately, no data collection is provided, in support of this assumption.

<sup>3</sup> According to an IMF survey (2006), the completion rate is estimated at **86 %**.

<sup>4</sup> According to EMIS (MoE), only 33 % of the school have water, 8 % heating, 59 % electricity (2006).

experiments and technical assistance for special matters, like inclusive education, vocational training, civic education or lifelong learning.

However, according to his partners, the Ministry of Education and Science is in the lead among Georgian ministries for donors' coordination. The diagnosis of the situation has been clearly established, as far as monitoring tools and available data allow to be, and the National Strategy and Action Plan<sup>5</sup> is the only basis of discussions between authorities and donors.

\*\*\*

The appraisal report takes its place in this on-going process of donors coordination, as well as it represents a step toward the qualification of the Georgian strategy for Fast-Track Initiative. The scope of this report is to scrutinize the assets and the eventual weaknesses of the national strategy, in order to assess its financial sustainability and the likelihood it will lead the country to achieve the MDGs in education.

## **1 Assets**

### **11 The reform process.**

Drastic and radical reforms have been undertaken since 2003.

#### **111 Financing and governance of educational institutions**

Basic and general schools were previously local-government budget organizations, and have been converted to autonomous Legal Entities of Public Law (LEPLs).

A vouchers system has been set up, introducing the *per capita* financing principle of "money follows the student". Currently, the vouchers formula varies only according to the location of the school : for equity reasons, funds are higher for remote or mountainous areas, but this formula is planned to evolve, in order to avoid inappropriate competition between schools and to penalize children with learning difficulties.

In a first step, the voucher covers current expenditure, and the capital expenditures are still funded directly by the government<sup>6</sup>. A second step is planned, where the voucher will cover investment as well as current expenditures.

Voucher is transferred directly into the school's bank account. Except a minimum salary rate for teachers, the school has a complete freedom in its budgetary choice.

---

<sup>5</sup> EPDF funds have been used to build the capacity of the Ministry of Education and Science of Georgia (MOES) to develop the Education Sector Plan.

<sup>6</sup> During this step, the president's national program for rehabilitation of educational institutions (390 M GEL) is going on, in order to insure a correct environment for every school before to decentralize capital expenditure.

As autonomous institutions, schools are managed by a director elected by a Board of Trustees, composed of elected teachers and parents and a representative of students. The Board approves the budget.

At a local level, Education Resource Centers (ERC) have been implemented. ERC are in charge of monitoring and training activities, but they are not supposed to control schools' educational activities.

## **112 Quality of education**

### ***Curricula***

New curricula are being progressively introduced, aiming to promote active learning. The National Curriculum and Assessment Center has been implemented in 2006 in order to design and implement new curricula. Schools' activities have to conform to national curricula for 75 % of the subjects.

Following the same pace of progressive implementation, new textbooks are developed. For the first year of implementation of the new curricula, the textbooks are directly provided by the government ; for the next steps, a rental scheme at very low prices will be implemented.

### ***Teachers' qualification***

Teachers' qualification improvement is another challenge in Georgia, since too little attention has been paid to standards and initial training for a long time. This concern is being addressed through the implementation of the Teachers' Professional Development center. A system of teachers' certification is going to be set up, and teachers' training programs will be accredited.

### ***School consolidation.***

Since the trend in the number of school-aged children is decreasing, and due to a highly scattered supply of education through an unsustainable network of very tiny schools, improvement of efficiency in Georgian education sectors leads to manage a schools consolidation process. This optimisation process started in 2005, and goes on. The number of public schools has been already effectively reduced from over 3200 to current 2300. The expected result is an increase in pupil/teacher ratio, towards a sustainable level.

### *National Examinations*

Regarding education, the most popular decision of the government was the implementation of national examinations for the entrance in Higher Education, and of the National Assessment and Examination, which now conducts annual transparent<sup>7</sup> sessions. Within a very short period, corruption in examination has been strongly reduced, and maybe almost eradicated.

### *Computerization*

The Government has launched a vast program of computerization. The Deer Leap Program represents a GEL 26 M budget and is managed by a foundation. This project plans to provide every school with computers, Internet access, software and technical support, and to train staff as well as students for the four-year period 2005-2009.

### **113 Education Management Information System (EMIS)**

With the support of the World Bank, the Ministry of Education and Science develops and implements an Education Management Information System (EMIS). This network is expected to extend its coverage to all levels and types of education, and to every educational institution. The ERC will be in charge to aggregate data from the schools, and a complete database may be soon available. Unfortunately, the Ministry of Education failed to gather data on enrolment for the years 2003 and 2004, and the EMIS network is not already completely implemented.

### **12 Elaboration of a comprehensive strategic mid term plan**

A so large scope of in-depth reforms needed to be oriented by a strategic document, gathering an accurate definition of goals and a sustainable provision of resources. Since the country is in a stream of rapid economic and social changes, and since the MDGs are about to be reached, regarding EFA, the choice has been made to elaborate a mid-term strategy and action plan (2007-2011). A long-term oriented vision wouldn't have provided any additional advantage in the case of Georgia.

This strategy plan describes the current situation of the sector, the challenges it has to deal with, the high-level principles underlying education strategy, the planned activities by sub-sectors and the costing.

Regarding general education, three scenarios are developed, depending of the amount of additional resources, beyond the provisions of the mid-term expenditure framework (MTEF).

The education strategy and action plan can be considered as a serious and complete basis for the management of education development as well as for the dialog with donors.

---

<sup>7</sup> Transparency International monitored the operations.

### **13 Public resources mobilization and gap.**

The MTEF plans an appreciable increase in governments resources devoted to education: + 37 % over the period, with a very clear priority for general education, whose resources will raise by + 73 %.

The strategy plan is based on these provisions, and exactly consistent with them: it is, in fact, an operational development of the MTEF.

#### **Gap.**

According to the strategy plan<sup>8</sup>, the gap can be estimated as follows:

<b>Gap, pre-primary education and general education, 2007 – 2010</b>	<b>M GEL</b>	<b>M USD</b>	<b>As % of total MoEs budget, 2007-2008 (MTEF)</b>
Scenario 1	0	0	0
Scenario 2	17.507	10.420	0.90 %
Scenario 3	29.179	17.368	1.50 %

In comparison to most FTI countries, it is worth mentioning that the financial balance of Georgian strategy is quite good.

For the other levels of education, the gap is estimated as follows<sup>9</sup> :

	<b>M GEL</b>	<b>M USD</b>	<b>As % of total MoEs budget, 2007-2008 (MTEF)</b>
Vocational education	8.362	4.977	0.43 %
Higher education	6.103	3.633	0.32 %
Non formal education and lifelong learning	1.650	0.982	0.09 %

<sup>8</sup> P. 39. The tables presented in the strategy plan have been extracted from a complete Excel file, which should be added as an appendix. However, this file doesn't follow the standard pattern of the simulation models generally user by the World Bank teams, and is uneasy to read. For example, the gap is included in the raw "public expenditure", and distributed over the different years on an equal basis. Thus, the gap seems to be an assumption, more than the result of an unbalance between available resources and expenditures. A standard simulation model could be very helpful, as a technical support to the provisions.

<sup>9</sup> According to the plan, equals to the difference between the costing of activities and the MTEF . Unfortunately, the Excel file doesn't mention the gap in higher education and vocational training, and forgets lifelong learning and inclusive education.

Inclusive education	11.609	6.910	0.60 %
Total	27.724	16.502	1.43 %

The strategy plan doesn't develop alternative scenarios regarding these levels of education; We notice that these reasonable sub-sectorial gaps can't be considered as threats for the development of Education For All.

The overall gap (sum of the sub-sectorial gaps) is estimated at GEL 56,903,000 (USD 33,871,000 ; 2.94 % of total MoEs budget over the period)

**The moderate level of the gap leads to consider that the national plan is sustainable.**

## **14 Strategy for vulnerable groups**

As the universal completion of primary education is not yet achieved, Georgian authorities develop a strategy to address the special needs of vulnerable populations.

### **141 Disabled children and children with special needs.**

The strategic target for these children is inclusive education and deinstitutionalization. Experiments are implemented, with the support of UNICEF, in ten pilot schools in Tbilisi, and a national policy paper is expected to be drawn from their results. The strategy document plans to

- develop campaigns for public awareness,
- provide new equipments and adapt the physical infrastructures of rehabilitated schools to the needs of children with special needs
- update teaching methods and provide training to staff, teachers and managers.

### **142 Ethnic minorities.**

123,000 children are enrolled in the 398 non-Georgian schools in Georgia. A special program<sup>10</sup> is being implemented, towards ethnic minorities' integration in Georgian society. Since the language issues are identified as the main concern for the minorities, this program aims to enhance the skills of both pupils and teachers in Georgian language. Special textbooks have been published for Armenian and Azeri children, teachers are being trained, and the MoE tries to attract Georgian teachers in the non-Georgian schools through special incentives.

### **143 Remote areas.**

636 schools in remote mountainous areas receive a special highest amount of voucher. A school consolidation process is on-going, targeting a sustainable minimal size for every

---

<sup>10</sup> Civil Integration Program, started in December 2004

school. MoE is committed to progressively provide transportation to the children in these remote areas.

#### **144 Improving access, completion and quality through the development of pre-primary school.**

A national strategy for Early Childhood Development is being designed by the government. This plan will establish standards and provide support in their introduction and implementation. Funding will be provided jointly by local municipalities and central government. In order to eliminate disparities in access, pre-school education will be subsidized for 5-years-olds from the socially most vulnerable families.

## **2 Main concerns and recommendations**

General comments from the donors are that the first rank priorities are not always underlined, and that the Action Plan should be more detailed, with clear and measurable indicators, and an accurate description of the means to be mobilized in order to achieve the goals.

### **21 Monitoring**

Data collections in Georgia are incomplete and not always consistent from one source to another<sup>11</sup>. This point is essential for policy analysis, and highly needed for the purpose of a serious and substantial policy dialogue.

The current situation of monitoring is inadequate. As examples:

- Difficulties remain to estimate the main rates in students' influx: GER, completion rate. The completion rate is the most important data for monitoring of the MDGs, and its figure shouldn't be a matter of dispute;
- There is no plausible estimation of the PTR on a full-time equivalent basis; a head-count is not significant with a lot of part-time teachers. This data is a critical concern for the policy of school consolidation and improvement of efficiency.
- Financial data doesn't disaggregate primary and secondary levels. However, an accurate financial monitoring of primary level is needed, in order to manage the development of EFA, since quality and completion concerns are still remaining in primary schools, and since MDG 2 is focused on this level.

An important improvement of data collection is expected with the complete implementation of EMIS. Some support for capacity building in this area might be needed.

---

<sup>11</sup> Education Policy Note ( p. 31) ranks improvement in statistic first among the key issues in the sector.

## **22 Public allocations devoted to education sector**

### **221 Uncertain assumptions**

Since the states government is not the only provider of public resources in Georgia, the strategy plan aggregates MoEs budget (on the basis of the provisions of MTEF) and expenditures on education of local governments, as follows

	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
MOES budget	340.5	394.6	452.9	498.2	589.9
<i>MoEs budget as a share of GDP</i>	<i>2.60 %</i>	<i>2.70 %</i>	<i>2.80 %</i>	<i>2.80 %</i>	<i>3.00 %</i>
local governments' expenditures on education	98.5	85.4	98.1	107.8	128.1
total consolidated public expenditure on educ	439	480	551	606	718
<i>consolidated public expenditure on education as a share of GDP</i>	<i>3.36 %</i>	<i>3.28 %</i>	<i>3.41 %</i>	<i>3.40 %</i>	<i>3.66 %</i>
<i>local governments' expenditure as a share of consolidated expenditure on education</i>	<i>22.44 %</i>	<i>17.79 %</i>	<i>17.80%</i>	<i>17.79%</i>	<i>17.84%</i>

MoEs budget is drawn from MTEF, and is a commitment of the government, as far as economic trends allow it.

But the local government expenditures are not included in MTEF.

The strategy plan assumes that the ratio of local governments' expenditure to consolidated expenditure on education will remain unchanged over the period, but local governments get a broad margin in the distribution of their resources, and are not supposed, anyway, to fund general education or current expenditure.

### **222 Level of public allocations, as a share of national wealth.**

FTI indicative benchmarks are a way to assess the level of public allocations devoted to education. They have been estimated by an empirical way, considering countries who achieved, or are about to achieve, the MDGs in education. According to FTI indicative framework, the share of public expenditure on education to GDP should be between 2.8 and 3.6 %.

So, if only depending on the MoEs budget and not on the consolidated budget, the Georgian plan conforms to FTI benchmarks only after 2008 and not before.

Another way to assess the public involvement is an international comparison to the other countries of the region. According to the Education Policy Note, “the total amount devoted to public expenditure on education should not be excluded from the debate. Although the poor quality of statistics makes it difficult to be sure, Georgia is spending a smaller proportion of its GDP on public education than most other countries in the region.”

As examples, this share is over 3.5 % in Romania, Russia, Kyrgyzstan; over 4 % in Bulgaria, Slovakia, Czech Republic ; over 5 % in Poland, Belarus, Ukraine, Moldova.

Even if we include the local governments’ expenditure, the rank of Georgia among other countries in the region remains in the lowest quarter.

### **223 Share of Primary Education**

Regarding funding, the official data don’t separate primary education from secondary education, the whole composing “general education”. Nevertheless, according to Ministry of Finance <sup>12</sup>, the budget of MoE (2006) is distributed as follows :

General Education	53 %
Vocational Education	1%
Higher Education	9 %
Rehabilitation	23 %
Other programs	1 %
MoE staff	1 %
Other	12 %

If we distribute the expenses in rehabilitations, other programs, staff and other on a proportional basis between the three sub-sectors, the share becomes:

General Education	84,12 %
Vocational Education	1,59 %
Higher Education	14,28 %

Regarding general education, since the average cost by student is not higher in primary school than in secondary, we can distribute the 84,12 % on the basis of the pro-rata of enrolment between primary and secondary education :

Total enrolment, Primary, 2006 : 307 177  
Total enrolment, Secondary , 2006 : 294 185

---

<sup>12</sup> Georgia Education Policy Note, p 22

The share of primary education can in this way be evaluated at **42,90 %** of MoEs overall spending. As it assumes that the average cost by student is the same in primary and secondary level, this estimation is optimistic.

Within the same resources, the share could become different in the case of

- a decrease of the progression rate to secondary level, which is not wanted anyway;
- a specific priority to primary level, for some special programs ;
- an increase in the current expenditure for students in primary schools.

The indicative FTI benchmark for a six grades primary cycle is 50 % of overall spending.

This norm is primarily relevant for African countries, and most countries in ECA region don't spend 50 % of their budgets for primary education. Therefore, it would make little sense to be too strict with FTI's benchmark.

On the other hand, universal primary completion is not yet achieved in Georgia, and quality is controversial at this level. Thus, primary school should clearly emerge as the first priority in the strategic plan, and the share of primary education in the public allocations could become the first and best evidence of this strategic choice.

### 23 Points to be clarified

The general quality of the strategy plan could be improved by addition of:

- timeline for implementation <sup>13</sup>;
- more precision in costing;
- a set of accurate targets for each level, using standard indicators and for which data can be drawn from EMIS database.

Otherwise, the following points need some clarifications.

### 231 Ethnic Minorities

Regarding ethnic minorities, the plan is focused on language issues. However, the problem of providing education to ethnic minorities may be broader than the good practice of languages. Some other activities are planned, but the definition of a comprehensive framework should include specific studies, not only in the field of linguistic, in order to check that ethnic minorities' children are not disadvantaged in terms of access, completion, and outcomes, and, to plan specific remediation if necessary.

---

<sup>13</sup> the last updated version of the strategy plan includes indicative timeline, yearly operational action plans including accurate dates and responsibilities might be established during the implementation of the strategy.

Otherwise, the question of IDPs is not discussed in the strategy plan. According to official data from Ministry of Refugees and Accommodation, 245,980 IDPs are living in Georgia, of which 49 959 are children between 5 and 17. A large part of these children attend to specific separate schools. Everybody agrees in Georgia that the population of IDPs is very vulnerable, suffering of poverty, difficulties in accommodation and, as a result, in integration to society. The special educational needs of this population are, in fact, recognized by the Ministry of Refugees and Accommodation, and a specific strategy has been designed<sup>14</sup>, including education issues. The MoEs plan could easily reflect this specific strategy, and give some details about the scope of its commitments.

### **232 Inclusive Education**

The experiment process in 10 pilot schools in Tbilisi has been implemented for many years, with the support of UNICEF, and should now lead to further steps. The strategy plans doesn't give any information about the results of this experimental stage, or about the lessons which have been learned, the good practices which have been identified. Furthermore, there is no precise target in terms of number of children, kind of disabilities allowing (or not) integration to ordinary schools, new locations. The further steps are described by the plan, in general terms, and the costing is provided in the plan, but, since it will not be possible to target every child, every school and every kind of disability, the goals and priorities need to be more detailed.

### **233 Efficiency**

The current pupils by classroom ratio is 19, and 10 for rural areas.

The pupils by teacher ratio (PTR) is 15,4 in cities, 10,6 in villages, and 7,5 in mountains, on an full-time equivalent basis.

These figures mean some inefficiency in the management of the system. Among the three scenarios, the first two ( current resources scenario and medium scenario) do not suppose any amelioration in efficiency – in the first one, the number of staffs remains unchanged, in the second one, it is reduced at the same rate as the number of students.

The third scenario (high scenario) plans to enhance the efficiency of the schools' network, targeting an increase in the pupils by teacher ratio ( PTR) up to 16 (average level). Since the number of school-age pupils is on a decreasing trend, achieving this target leads to a severe fall in the number of teachers.

This scenario looks to be obviously the best, especially in relation with a modest and sustainable gap.

However, clarification are needed about two main issues :

- The plan's target is 16 pupils for one teacher, but this value might be arbitrary and is only a global and average figure. The real question is how to provide education to

---

<sup>14</sup> State Strategy for Internally Displaced Persons and Persecuted, Ministry of Refugees and Accommodation, 2007, approved by Decree #47 (2007) of the Government of Georgia

scattered populations, with a correct efficiency and sustainable costs. The PTR is only a part of a broader equation, and the authorities have to take in account some other indicators : for example, what is the acceptable distance to school in a rural area ? Are multigrade classes acceptable by the communities? Could versatile teachers for lower-secondary grades be accepted in Georgia ? A process of rationalization of the supply of education is certainly essential in Georgia, but it has a broad scope of social consequences, and may lead to endanger access or completion, unless it is managed with an accurate, complete and local monitoring, non limited to one only global ratio.

- According to the Excel file, from which the scenarios have been drawn, the number of teachers in general education should decrease from 66,000 to 44,000<sup>15</sup> (of which an unknown part are part-time teachers) between 2007 and 2010. 22, 000 teachers are supposed to retire over the period, and to get a pension. But some reason might exist, for which these 22,000 teachers do not retire, despite their age. Unless the MoE provides them with incentives or with a retirement package, they are unlikely to retire spontaneously. The strategy plan should be developed about such an issue, which is the critical way toward the improvement of efficiency.

### **234 Vocational Training.**

The main concern about vocational training is about the influx of students who are supposed to be enrolled – in a close link, obviously, to the number of new vocational centers.

Implementation of 20 vocational centers and 15 community colleges offering vocational education (HE) is planned by the strategy. It also plans to introduce vocational courses in general secondary schools, but this decisions doesn't impact the number of students.

Otherwise, it is expected that private initiative for developing VET will be launched, and that the share of private involvement will increase, but some uncertainty remains about these private initiative.

Such a number of public vocational centers will not allow providing vocational training in every region, and for a sufficiently diversified scope of crafts. Private involvement is expected, in order to improve the supply, but the strategy plan is not developed about concrete means to attract private stakeholders to training activities.

The strategic plan doesn't give any target in terms of enrollment in VET, but the simulation assumes a slowly decreasing trend, from 25,000 in 2007 down to 22,000 in 2010.

---

<sup>15</sup> High scenario.

The main influxes of students throughout the education system show a bottleneck at the end of basic education<sup>16</sup>. It appears that a certain part of students are not promoted to upper secondary level, and drop-out after basic education completion.

A comprehensive planning of enrollments and streams could be helpful, in order to set up accurate targets in terms of number of students.

---

<sup>16</sup> We don't get accurate and up to date data, but the difference between basic education GER (90.63 %, 2005) and upper secondary GER (51.12 %) suggests that the number of these students might be approximately 10,000 each year.

## APPENDIX.

Some indicators of the FTI appraisal guidelines don't match the available data, but the appraisal process' main findings can be summarized through the eight following tables.

**TABLE 1**

<b>Catalogue of Main Documents for the Technical Appraisal</b>			
<b>DOCUMENT</b>	<b>Date of draft / Base Year Data</b>	<b>Authorship / Sponsorship</b>	<b>Document Length</b>
Education Sector Plan	Last updated version May 7 <sup>th</sup> , 2007	Ministry of Education	60 p
Education Cost and Finance Simulation Model	2006	FTI Team	
<b>Relevant education sector analyses</b>			
Education, Science and Culture in Georgia, 2006, statistical publication	2006	Ministry of Economic Development of Georgia, Dept of Statistics	84 p
Georgia Education Policy Note	2007, January	Martin Godfrey, World Bank consultant	39 p
Education for Some More than Others ? CEE and CIS Regional Study on Education	2006	UNICEF	

**TABLE 2**

<b>Population and education indicators selected from the appraisal documents</b>		
<b>Selected population characteristics</b>		Year
Total size ( total / females )	4 401,3	2006
% of population below the poverty line	52 % <sup>i</sup>	2003
<b>Gross enrolment rates ( total / females )</b>		
Primary	97,15 / 97,74	2005 <sup>ii</sup>
Lower secondary	89,33 / 89,76	2005
Upper secondary	53,44 / 55,36	2005
<b>Primary enrolments</b>		
Total enrolments (Total / females)	326 597 / 159 505	2005
% in privately financed and managed schools	5,94 %	2005
Net enrolment ratio ( total / females )	91,71 / 92,09	2005
Entry to grade 1	95,53 / 98,38	2005
Primary Education completion rate	90,98	2005
Repeaters as % of enrolments ( male / female )	0,36 / 0,20	2005
Girls as % of total enrolments	48,83 <sup>iii</sup>	2005
<b>Primary student learning outcomes</b>		
% correct answers on national standardized tests : national tests based on PIRLS methodology	Make straightforward inferences 35 % Interpret and integrate ideas and info 35 % Arrange sentences and structure logically 20 %	2003
% correct answers on national standardized tests : national tests based on PIRLS methodology	Make straightforward inferences 50 % Interpret and integrate ideas and info 45 % Arrange sentences and structure logically 40 %	2006
<b>Govt primary school service delivery indicators</b>		
Years in cycle	6	
Pupil-teacher ratio (overall)	9 <sup>iv</sup> city : 15.4 village 10.6 mountain : 7.5 <sup>v</sup>	2005
Pupil-classroom ratio (overall)	10	2005
In rural schools	15	2005
Pupil-textbooks ratio (math and language books)	1:1maths 1:1 language	Since 2006, following new curriculum
Number of teachers	68 992	2006
Average annual wage bill per teacher as a % of GDP per capita	0.88	2006

Average instructional hours for pupils	734	
<b>Public spending on education</b>		
Public expenditure on education as % of total public expenditure	11.3	2007
Recurrent governments spending on education (all levels) as % of GDP	2.08 %	2007
Local governments spending on education as part of GDP	0,6 %	2007
Share of recurrent education spending used on inputs other than teachers	8,7 %	2007
Average recurrent cost per student, as % of GDP General education	10 % <sup>vi</sup>	2006

<sup>i</sup> World Bank, 2005, 52 % below \$PPP 2,15 per day

<sup>ii</sup> The latest and unpublished assumptions about projections of population have not been taken in account.

<sup>iii</sup> At birth, 1.104 boy for 1 girl. 45,28 % of girls in total enrolment would mean equity.

<sup>iv</sup> This figure (i) is based on e head-count, but most teachers are part-time and (ii) data don't separate primary schools teacher and secondary schools teachers

<sup>v</sup> Full-time equivalent basis

<sup>vivivi</sup> Education policy note, p. 25

**TABLE 3**

<b>Selected Costs and Financing Simulation Results for Assessing Strategic Directions</b>			
Indicator	EFA FTI Indicative benchmark	Country's base year position	Target 2011
<b>A Student flow indicators</b>			
% of age-group entering first grade in primary cycle (Total/ Girls )	100	96.92 % / 98.38 % (2005)	100
% of age group completing 6 in primary cycle	100	90.98% (2005)	100
% repeaters among primary school pupils	10 or less	0.28 %	unchanged
<b>B Service delivery indicators in publicly-financed primary schools</b>			
PTR	40:1	9:1	13:1 <sup>vi</sup>
Average annual wage bill per teacher, in points of GDP per capita			
Spending on school inputs other than teachers as % of total recurrent spending on primary education	33	12 %	48 % (2010)
Annual instructional hours for pupils	850-1000		
Cost to construct, furnish and equip a primary classroom	USD 8,000		
<b>C Actual / Projected recurrent costs (as % of GDP/cap)</b>			
Primary Education		14 %	19 % (2010)
Post-Primary		14 %	19 % (2010)
Share of primary education in overall spending	42-64	42.90 %	2006
<b>D Actual / Projected Domestic Resources Mobilization</b>			
Domestic-generated government revenues as % of GDP	14-18	22,6 % <sup>vi</sup> (2006)	22,7 %
MoEs expenditures as % of consolidated govt expenditures	20	11.3	12.4
Public recurrent resources for education as % of GDP	2.8 – 3.6	3.4	3.7 <sup>vi</sup>
<b>E Shortfall in domestic recurrent resources</b>			
For areas and components most relevant to EFA		GEL 25,041,880 USD 14,905,880	

**TABLE 4A**

Selected Quantitative Targets in the 3 to 5 Year Action Plan				
year	Projections			Cumulative
	2007	2008	2009	
Number of students in government schools (general education, '000 )	609	595	581	- 4.6 %
Number of new teachers in government schools (general education, '000 )	61	54	48	- 21.3 %
Number of textbooks to be procured & distributed				
Primary grades	1set/pupil, following implementation of new curriculum			
Secondary grades	1set/pupil, following implementation of new curriculum			
Aggregate recurrent budget, general education	291.8	322.8	363.0	+ 24.4 %
Aggregate recurrent budget , Higher education	43.4	52.2	61.0	+ 40.5 %
Aggregate budget for capital investments	75.9	86.5	96.7	+ 27.4 %

**TABLE 4B :**

**Performance and Disbursement of Externally Funded Primary Projects/Programs**

Performance			
Multilateral/ Bilateral Funded Project <sup>a/</sup>	status	Commitment (US\$ Million)	
	Development objectives	Implementation process	
<b>World Bank</b> : “Education system realignment and strengthening project in support of the second phase of the education system realignment and strengthening program”	satisfactory	satisfactory	23.73
<b>USAID</b> : general education, decentralization and accreditation mechanisms	satisfactory	satisfactory	9
These two programs are devoted to general education, including primary level.			

**TABLE 4C**

<b>Capacity Constraints and Plans to Overcome Them</b>		
	Note nature of capacity constraints, if any	Describe the proposed plan to strengthen capacity
Teachers development	No certification of the teachers	Teachers' Professional Development Center, established in July 2006, to be supported
Student assessment and curriculum development	No examination system in general education	National Examination Center, National Assessment planned to be held in grades 4 and 9 (2007) New curriculum planned to be introduced (2007-2011)
Data for better management	Lack of data (cf.report)	MoE and ERC expected using data from <b>EMIS</b> for decision making (2008-2011)
Management : School-level capacity	Autonomy is recent and school boards are just being established	Capacity building for school directors and administrators (2007-2010)

**TABLE 5**

<b>Consultation with Stakeholders</b>		
<b>Stakeholders</b>	<b>Format of consultation</b>	<b>Comments on quality of consultation and issues raised</b>
Government Legislature	Law of Georgia on General Education, April 8, 2005 Law of Georgia on Higher, December 2005	This law establish the vouchers' system and the autonomy for schools
Finance Ministry	Implementation of MTEF	Strategy plan consistent with MTEF
Bilateral Agencies USAID British Council	9 M USD Program : daily contacts British Council defines himself as a "critical friend"	Deep involvement of stakeholders in FTI appraisal process
Multilateral Agencies World Bank UNICEF Other UN Agencies EU Delegation	Main partner : daily contacts Leading agency for FTI process Specific programs Specific programs	
International NGOs Open Society Georgia Foundation German Adult Education Association	Specific programs Specific programs	

**Table 6**

<b>Summary of technical Appraisal</b>	
<b>Domain of Evaluation</b>	<b>Summary Comment</b>
<p><b>1. Knowledge base underpinning the sector plan</b>            What is its quality, judging from the available documentation ?            What critical gaps in the data and analysis remain ?</p>	<p>The strategy plan is consistent with available information, but the main difficulty is to get a comprehensive and consistent data collection, including populations aged 6-11 has to be provided and shared with the stakeholders as soon as possible.            Financial data, disaggregating primary and secondary school, is also essential</p>
<p><b>2. Content of the sector plan in terms of strategic long-term direction</b>            To what extent is it fiscally viable ?            How sound are the tradeoffs it makes in coverage and service delivery ?</p>	<p>There is no doubt that the plan is fiscally viable. The overall gap is very moderate : 2.94 % of total MoEs budget over the period.            The provisions for service delivery are likely to be achieved.</p>
<p><b>3. Content of the short-term action plan</b>            Are budgets allocations in the MTEF consistent with the plans' ambition ?            How feasible are the plans for scaling up ?            How ready is the plan for implementation ?            How well will the most important capacity constraints be addressed ?</p>	<p>The financial basis of the plan has been drawn from MTEF, except the involvement of local governments.            The action plan can easily be turned into operational documents.            The most important capacity constraints are about data collection, and are addressed through the on-going implementation of EMIS.</p>
<p><b>4. Consultation with stakeholders</b>            How strongly has the plan be endorsed by other parts of government, esp. the Ministry of Finance ?            How acceptable is the plan to key stakeholders in the education system ?            How acceptable is the plan to members of civil society            How strongly has the plan been endorsed by the donor community ?</p>	<p>The MTEF is a document designed by Ministry of Finance, and can be considered as a commitment for public expenditure over the period.            Key stakeholders are highly positive about the contents of the plan.            A donors' workshop held in Tbilisi in April '07 has given evidences of a general agreement among the community.</p>

<b>Overall Appraisal</b>	<p>The strategy plan is consistent with :</p> <ul style="list-style-type: none"><li>- available information,</li><li>- MTEF</li><li>- MDG # 2.</li></ul> <p>The moderate gap leads to consider it as very sustainable.</p> <p>However, the data collection process has absolutely to be improved, in order to enable the MoE to implement the strategy.</p>
--------------------------	---