

Document of
The World Bank

Report No: ICR2024

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(IDA-42460, TF-57515, TF-94610)

ON A
CREDIT

IN THE AMOUNT OF SDR 10.2 MILLION
(US\$ 15.0 MILLION EQUIVALENT)

TO
GEORGIA

FOR AN
EDUCATION SYSTEM REALIGNMENT AND STRENGTHENING PROJECT IN
SUPPORT OF THE SECOND PHASE OF THE EDUCATION SYSTEM
REALIGNMENT AND STRENGTHENING PROGRAM (APL #2)

February 23, 2012

Human Development Sector Unit
Europe and Central Asia Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective February 2, 2012)

Currency Unit = GEL

GEL 1.00 = US\$ 0.59

US\$ 1.00 = SDR 0.64

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

APL	Adaptable Program Loan (used also to refer to this Adaptable Program Credit)	MTBP	Mid Term Budget Plan
BEEPS	World Bank Business Environment and Enterprise Performance Survey	NEC	National Examination Center
CPD	Continuous Professional Development	NCAC	National Curriculum and Assessment Center
CPS	Country Partnership Strategy	NCEQE	National Center for Educational Quality Enhancement
ECA	Europe and Central Asia	PAD	Project Appraisal Document
EFA FTI	Education for All Fast-track Initiative	PCU	Project Coordination Unit
EMIS	Education Management Information System	PDO	Project Development Objective
EMF	Environmental Management Framework	PHRD	Population and Human Resource Development
EMP	Environmental Management Plan	PRSP	Poverty Reduction Support Program
ERC	Educational Resource Center	PIRLS	Progress in International Reading Literacy Study
FM	Financial Management	PFM	Public Finance Management
FMM	Financial Management Manual	RSA	Rapid Social Assessment
FMR	Financial Management Report	SBDs	Standard Bidding Documents
IDA	International Development Association	SDR	Special Drawing Rights
ITE	Initial Teacher Education	SPA	State Procurement Agency
IFR	Interim Financial Report	TA	Technical Assistance
LEPL	Legal Entity of Public Law	TIMMS	Trends in International Mathematics and Science Study
MDF	Municipal Development Fund	TPDC	Teacher Professional Development Center
MDG	Millennium Development Goal	USAID	United States Agency for International Development
MoES	Ministry of Education and Science	VET	Vocational Education and Training
MoF	Ministry of Finance	WB	World Bank

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GEORGIA
**Education System Realignment and Strengthening Project in Support of the Second
Phase of the Education system Realignment and Strengthening Program (APL #2)**

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A. Basic Information			
Country:	Georgia	Project Name:	Education System Realignment & Strengthening Program (APL #2)
Project ID:	P098217	L/C/TF Number(s):	IDA-42460,TF-57515
ICR Date:	02/15/2012	ICR Type:	Core ICR
Lending Instrument:	APL	Borrower:	GEORGIA
Original Total Commitment:	USD 15.00M	Disbursed Amount:	USD 15.84M
Revised Amount:	USD 15.00M		
Environmental Category: B			
Implementing Agencies: Ministry of Education and Science			
Co-financiers and Other External Partners: Government of Japan – PHRD, and Government of Georgia			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	11/03/2005	Effectiveness:	01/30/2007	01/30/2007
Appraisal:	09/25/2006	Restructuring(s):		11/17/2009 12/16/2010
Approval:	11/15/2006	Mid-term Review:	01/05/2009	14/12/2009
		Closing:	12/31/2009	08/31/2011

C. Ratings Summary			
C.1 Performance Rating by ICR			
Outcomes:	Moderately Satisfactory		
Risk to Development Outcome:	Moderate		
Bank Performance:	Moderately Satisfactory		
Borrower Performance:	Satisfactory		
C.2 Detailed Ratings of Bank and Borrower Performance (by ICR)			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Moderately Satisfactory	Government:	Satisfactory
Quality of Supervision:	Satisfactory	Implementing Agency/Agencies:	Satisfactory
Overall Bank Performance:	Moderately Satisfactory	Overall Borrower Performance:	Satisfactory

C.3 Quality at Entry and Implementation Performance Indicators			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	Yes	Quality of Supervision (QSA):	None
DO rating before Closing/Inactive status:	Moderately Satisfactory		

D. Sector and Theme Codes		
Sector Code (as % of total Bank financing)	Original	Actual
Central government administration	50	50
Primary education	20	20
Secondary education	20	20
Tertiary education	10	10
Theme Code (as % of total Bank financing)		
Education for all	50	50
Education for the knowledge economy	25	25
Law reform	25	25

E. Bank Staff		
Positions	At ICR	At Approval
Vice President:	Philippe Le Houérou	Shigeo Katsu
Country Director:	Asad Alam	D-M Dowsett-Coirolo
Sector Manager:	Alberto Rodriguez	Mamta Murthi
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F. Results Framework Analysis

Project Development Objectives (from Project Appraisal Document)

The Development Objective of APL 2 was to increase the quality and efficiency of primary and secondary education in Georgia through the implementation of the institutional and policy framework developed under APL 1, as well as the reconstruction of schools in dire physical condition.

Revised Project Development Objectives

The PDOs were not revised during the life of the Project.

(a) PDO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	National share of teachers introducing more active pedagogical practices in the classrooms.			
Value quantitative or Qualitative)	10%	70%		71.4%
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Achieved. Source: Classroom Observation Research, NCAC, 2011.			
Indicator 2 :	Percentage of children learning according to the improved national curriculum.			
Value quantitative or Qualitative)	2%	70%		90%
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Achieved. Source: NCAC Report.			
Indicator 3 :	Percentage of teachers certified according to new standards.			
Value quantitative or Qualitative)	0%	20%		6.4% of the total teaching cohort and 15% of those teachers who took certification exams.
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Not Achieved. Both professional and subject specific standards for teachers were developed and adopted in 2008. The teacher certification exams were designed and administered twice in 2010 and 2011. A total of 30,811 teachers took part in the process.			
Indicator 4 :	Percentage of children currently studying in the 38 schools identified as in emergency conditions will be in safe and in improved learning environments.			
Value quantitative or Qualitative)	30%	100%		100%
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Achieved. Construction of seven schools was supported by the Project and 31 schools were rehabilitated or reconstructed by the Government.			

Indicator 5 :	Percentage of schools having autonomy in managing resources related to the teaching and learning process through per capita financing as the sole source of public funding and accountable to the appropriate authorities for the use of those resources.			
Value quantitative or Qualitative)	75%	100%		93%
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Not Achieved.			
Indicator 6 :	The national average pupil/teacher ratio increased to 16/1, with specific ratios for urban, rural and mountainous schools.			
Value quantitative or Qualitative)	12/1	16/1		10/1
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Not Achieved. The interventions supported by the Project were limited in their scope to have direct impact on altering this ratio.			
Indicator 7 :	Percent of schools in charge of maintenance budget and staff adequately trained.			
Value quantitative or Qualitative)	0%	100%		100%
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Achieved. The School Maintenance Manual was developed and published. All schools were trained by the Education Resource Centers.			
Indicator 8 :	Regulatory framework in place which shall clearly delineate between local and national governments' responsibilities for school maintenance and capital repair.			
Value quantitative or Qualitative)	No regulatory framework.	Regulatory framework in place which shall clearly delineate between local and national governments' responsibilities for school maintenance and capital repair.		The Law on Secondary Education was amended in 2006, defining the responsibility for capital repair (state or local self-government).
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Achieved.			

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	National Curriculum and Assessment Center (NCAC) able to carry out institutional mandates in accordance with international professional standards.			
Value (quantitative or Qualitative)	NCAC is a nascent institution established by MoES on April 17, 2006.	NCAC able to carry out institutional mandates in accordance with international professional standards.		Adequate technical and administrative capacities have been established within NCAC to carry out its institutional mandate.
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Achieved. The NCAC was able to design, pilot and implement curriculum reform across the country and to carry out national assessments.			
Indicator 2 :	New curricula for basic education (grades 1-12, except grade 6) implemented effectively in all schools, including teachers appropriately trained.			
Value (quantitative or Qualitative)	A new curriculum has been introduced in approximately 20% of schools.	New curricula for basic education (grades 1-12, except grade 6) implemented effectively in all schools, including teachers appropriately trained.		The new national curriculum was implemented in all grades and schools across country (except in grade 6 in Georgian schools and grade 5 and 6 in minority schools). 2,000 school principals and 25,000 teachers received trainings.
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Achieved. Implementation of the new curriculum in grade six was not envisaged during the lifespan of the Project.			
Indicator 3 :	A system of formative student assessment established and 60% of teachers trained.			
Value (quantitative or Qualitative)	About 10% of teachers trained in basic principles of the new assessment methodology.	A system of formative student assessment established and 60% of teachers trained.		All teachers had access to formative assessment trainings delivered by NCAC. Materials on formative assessment tools

				were provided to all teachers.
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Achieved.			
Indicator 4 :	Teacher Professional Development Center (TPDC) able to carry out its institutional mandates in accordance with international professional standards.			
Value (quantitative or Qualitative)	TPDC recently established by MoES on July 20, 2006, not fully staffed.	TPDC able to carry out its institutional mandates in accordance with international professional standards.		Adequate capacity has been built within TPDC to carry out its institutional mandate.
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Achieved. The center was able to carry out its key functions, namely development of teachers' standards, creation of teacher registration system, and design of teacher certification process.			
Indicator 5 :	Percentage of pedagogical faculty has developed and piloted new initial teacher education programs.			
Value (quantitative or Qualitative)	Reform of Initial Teacher Education (ITE) not launched yet.	100% of pedagogical faculty has developed and piloted new initial teacher education programs.		Standards for ITE programs were developed, but new programs were not accredited as of yet. In 2009, ITE Program was introduced in addition to the existing bachelor and master's academic teacher education programs.
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Partially achieved.			
Indicator 6 :	38 emergency schools reconstructed/built, furnished and equipped (about 7 with IDA support).			
Value (quantitative or Qualitative)	14 schools have been reconstructed as part of the President's National Rehabilitation Program.	38 emergency schools reconstructed/built, furnished and equipped.		38 emergency schools reconstructed/built, 7 of them with IDA financing and 31 with Government

				financing.
Date achieved	01/01/2006	12/31/2009		08/31/2011
Comments (incl. % achievement)	Achieved.			

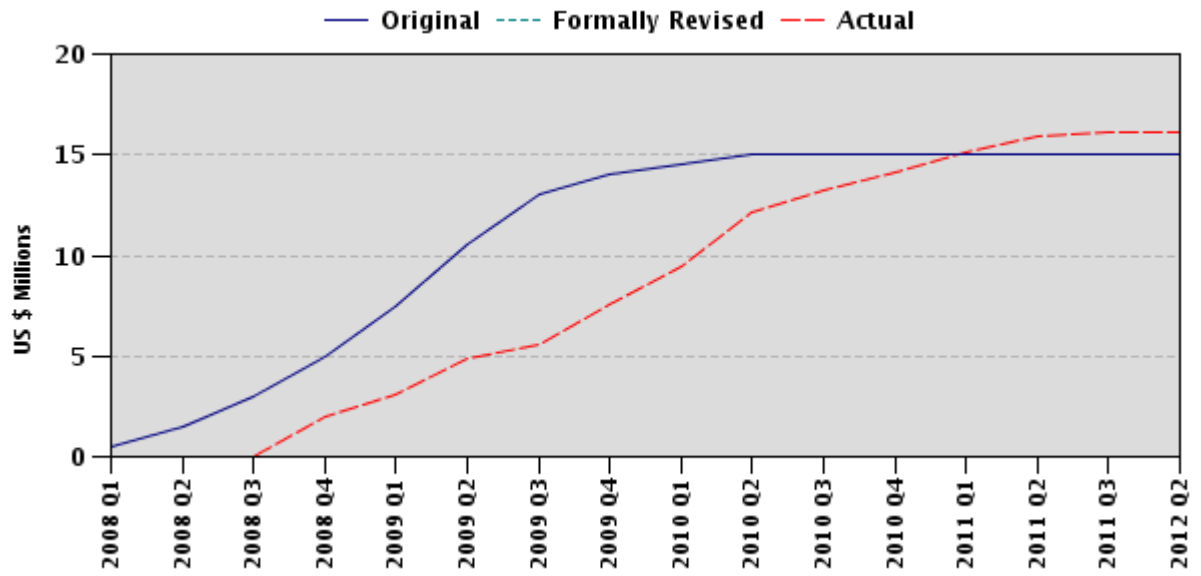
G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	DO	IP	Actual Disbursements (USD millions)
1	05/30/2007	Satisfactory	Satisfactory	0.00
2	03/07/2008	Satisfactory	Moderately Satisfactory	0.00
3	03/24/2009	Satisfactory	Satisfactory	5.57
4	11/10/2009	Moderately Satisfactory	Satisfactory	11.56
5	06/30/2010	Moderately Satisfactory	Moderately Satisfactory	14.00
6	01/08/2011	Moderately Unsatisfactory	Moderately Satisfactory	15.85
7	08/20/2011	Moderately Satisfactory	Moderately Satisfactory	15.85

H. Restructuring

Restructuring Date(s)	Board Approved PDO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in USD millions	Reason for Restructuring & Key Changes Made
		DO	IP		
11/17/2009	N	MS	S	11.56	The extension was necessary to complete the works underway to construct 7 schools and to support the Borrower with key education reform activities under the related PHRD Grant (TF057515) including the roll out of in-service teacher training, curriculum reforms, and textbook translations for minority languages.
12/16/2010	N	MS	MS	15.69	The extension was necessary to allow for the completion of ongoing activities under the PHRD Grant, which financed key reform elements directly linked to the achievement of several outcome indicators.

I. Disbursement Profile



1. Project Context, Development Objectives and Design

1. The Education System Realignment and Strengthening Program was the second phase of a planned three-phase Adaptable Program Loan (APL) to support the Government's reform in education sector. The Financing Agreement supporting the second phase of the APL was signed on November 17, 2006 and became effective on January 30, 2007. The Project was financed by an IDA Credit in the amount of SDR 10.2 million (US\$ 15 million equivalent), complemented by a Japanese PHRD grant in the amount of US\$ 4.95 million and Government funding in the amount of US\$ 3.78 million for a total of US\$ 23.73 million.

1.1 Context at Appraisal

2. The years of transition since 1991, when Georgia declared independence from the Soviet Union, were marked by civil conflict, lack of macroeconomic discipline, and a slow pace of structural reforms, all of which contributed to growing corruption. Upon taking office in January 2004, after the peaceful Rose Revolution in 2003, the new Government moved decisively to curb corruption and improve Georgia's development prospects. Economic performance following the Rose Revolution was encouraging: GDP growth continued to be robust at 9.3 percent in 2005 and inflation was under control. The Government took bold steps to underpin growth through strong mechanisms of accountability and transparency, ensuring that the population benefited from these reforms by improving education, among others. Notwithstanding these achievements, poverty remained at around 35 percent of the population and the delivery of public services required significant improvement.

3. In 2001, given the scope and pace of education reforms, the Georgian Government and the World Bank chose a three-phase, 12-year Adaptable Program Loan (APL) as an instrument for ensuring achievement of the operation's development objectives and of the long-term sustainability of education reforms. The APL focused on realigning and strengthening of primary and secondary education, addressing inefficiencies, inequities, and weak governance and management capacities. The three phases were set out as follows:

- APL 1 (2001- 2007): Addressing institutional framework for the effective realignment of the education system objectives and a more efficient use of its resources.
- APL 2 (2006 - 2009): Supporting new institutional and policy framework to increase efficiency and quality in primary and general secondary education.
- APL 3 (est. 2009 - 2013): Supporting consolidation and extension of reforms nationwide and addressing external efficiency issues.

4. The first phase of the APL supported the following education reforms: (i) introducing a national system for assessment and examinations, including new centralized university entrance examinations; (ii) establishing an outcomes-based national curriculum framework; (iii) investing significantly in the in-service training of the teaching force in modern and innovative pedagogical methods; (iv) designing and

implementing a per-capita financing system; (v) improving teacher pay conditions; and (vi) planning for school optimization based on a system of school networks.

5. During the successful implementation of APL 1, education became an essential pillar of the Georgian development strategy called Economic Development and Poverty Reduction Program – supported by a Poverty Reduction Support Program (PRSP). In August 2006, the Government set out a major reform program to bring the Georgian education system in line with European standards. This included an improved Education Management Information System (EMIS), the eradication of corruption at all levels of the education system, and a transition to a new system of education financing. It also included the establishment of a quality assurance system at all levels of the education system and efforts to improve the school infrastructure and management. The PRSP was extended in October 2006 and brought important improvements for the education sector, such as participation for the first time in international benchmarking exercises, Trends in International Mathematics and Science Study (TIMSS) and Progress in International Reading Literacy Study (PIRLS); improved student assessments and school accreditation; and fine-tuning the per capita financing to make education financing more efficient in the future.

6. At the same time, a number of critical challenges remained in the sector. Expenditure in education in Georgia was about 2.8 percent of GDP, which was low compared to the regional average of approximately 4 percent. This limited funding resulted in multiple constraints across the education sector, but the impact was most visible in the deteriorated physical condition of many schools, which impeded teaching and learning. Of immediate importance, the Government needed to address two challenges: (i) school building infrastructure, and (ii) the need for structural reforms to meet the demands of a market economy and a democratic society. These challenges needed to be achieved through modernization of the curricula and assessment methods; teacher education in line with new pedagogical approaches; optimization of schools and increase of the student-teacher ratio; and an overall financing strategy for the education sector.

7. The Country Partnership Strategy (CPS) approved in October 2005, established the goals of improving efficiency of public resources, building the foundations of growth and employment, and strengthening human development as important elements to support the economic development of Georgia. The CPS recognized that insufficient resources for education at both the national and the local levels prevented adequate investments in quality improvements in this sector. As a result, the CPS envisaged the Education APL 2 as an essential element in providing these quality improvements.

1.2 Original Project Development Objectives (PDO) and Key Indicators

8. The overall Program (2001-2013) objective was to improve the quality and relevance of primary and secondary school learning outcomes to better prepare students to meet the demands of a market economy and a participatory society. This objective was to be fully achieved by the end of the three-phase Program. The achievement of the Program overall objective was to be measured by the following performance indicators:

- Share of consolidated budget for education allocated to primary and general secondary levels increased to 60 percent.
- Resources transferred to schools are used in a more efficient, equitable and transparent manner.
- Professional qualifications and composition of teaching force meets reform needs.
- Utilization of school buildings reflects more efficient use of space.
- Student learning outcomes in higher order cognitive skills, as measured by exams and assessment scores, reflect satisfactory performance.
- International benchmarking of learning outcomes are used.

9. **The PDO of the APL 2 was to increase the quality and efficiency of primary and secondary education in Georgia through the implementation of the institutional and policy framework developed under the APL 1, as well as the reconstruction of schools in dire physical condition.** The key performance indicators of the APL 2 focused on quality and efficiency, as follows:

Quality indicators

1. National share of teachers introducing more active pedagogical practices in the classrooms increased from 10 to 70 percent.
2. Percentage of children learning according to the improved national curriculum increased from 2 to 70 percent.
3. Percentage of teachers certified according to new standards increased from zero to 20 percent.
4. Percentage of children studying in the 38 schools identified as in emergency conditions (including the 7 schools to be reconstructed by IDA) to be in safe and improved learning environments increased from 30 to 100 percent.

Efficiency indicators

1. Percentage of schools having autonomy in managing resources related to the teaching and learning process through per capita financing as the sole source of public funding and accountable to the appropriate authorities for the use of those resources increased from 75 percent to 100 percent.
 2. The national average pupil to teacher ratio increased from 12/1 to 16/1, and specific policies for such ratios for urban, rural and mountainous areas adopted.
 3. All schools in charge of the maintenance budget and their staff adequately trained. Regulatory framework which shall clearly delineate between local and national Governments' responsibilities for school maintenance and capital repair in place by July 2008.
10. All but one of the trigger indicators from APL 1 to APL 2 were met.

Table 1: Triggers from APL 1 to APL 2

Outcome/Trigger	Status
Objective 1: To develop tools and interventions to support the realignment of education system objectives	
New National Curriculum Framework for grades 1 to 12 finalized and officially approved; piloting in schools syllabi for grades 1, 7, and 10.	Trigger met National curriculum framework was adopted. New subject curricula developed for grades 1, 7, and 10 and piloted in 100 schools. Textbook materials piloted simultaneously with curriculum.
Reliable assessment of 4th and 9 th graders performance in Math and Georgian language completed at least once and results analyzed and disseminated to schools, community and education officials.	Trigger exceeded National sample-based assessment of 4 th graders in Georgian Language, 9 th grade examinations in Math, Georgian Language and Foreign Language were conducted and results disseminated to schools and stakeholders. Launched preparation of international assessment in reading (PIRLS in May 2006) and mathematics and science (TIMSS in May 2007).
At least 600 schools and 3,000 teachers participate in school-based training.	Trigger exceeded 5,000 teachers from 3,135 schools trained in modern teaching practices; about 12,000 teachers from 1,800 schools took part in school based professional development.
At least 400 school learning grants awarded.	Trigger met More than 400 schools were awarded grants. Teachers trained in school based management. “Schools Working Together” manual was produced.
Supplementary learning materials distributed to all schools in the country.	Trigger met All schools could select learning materials based on defined requirements for their schools. Materials delivered as planned.
Objective 2: To strengthen policy and management capacity to improve the equitable and efficient use of financial, physical and human resources.	
New financing system and formula for primary and general secondary education developed and approved by Government to be introduced during phase 2 including required intergovernmental fiscal relations reforms with moderns legal and institutional arrangements	Trigger met Per capita funding formula developed and implemented for primary and general secondary education.
Expenditures for primary and general secondary education represent 60% of the consolidated education budget, salaries of teachers up to date and arrears eliminated.	Trigger met Teachers’ salaries updated and arrears eliminated. Primary and general secondary education expenditures at 58% of education budget.
Methodology for more efficient use of school buildings and use of surplus developed and incentive plan to encourage local governments to consolidate schools ready to be introduced during phase 2.	Trigger met School numbers fell from 3154 to 2500 due to decree and government-developed criteria for merging schools
Action plan and incentives to increase average student teacher ratios to 16/1 by 2010 approved by Government and ready to be introduced during Phase II.	Trigger partially met Per-capita financing, school autonomy and change of curriculum provided incentives for reducing teaching cadre. Incentives provided by per capita financing and new curriculum will require time to influence the students per teacher ratio. Additional analysis needed to address geographical differences and impact on students per teacher ratio targets for each area.
Amend laws and regulations for the education sector to provide for: (a) merit-base recruitment, (b) objective performance evaluation, and (c) revised and transparent pay.	Trigger met New policies adopted to strengthen teacher qualifications, certification and accreditation of teachers. Teacher Professional Development Center was established. Revised, transparent teacher pay scheme adopted based on teacher qualifications and work load.
Action plan for phased increase of teachers’ remuneration.	Trigger met On average, salaries have doubled for all the teachers.

1.3 Revised PDO and Key Indicators, and reasons/justification

11. There were no revisions to the PDOs and the key indicators.

1.4 Main Beneficiaries

12. Broadly, all 550,492 students in primary and general secondary education were seen as beneficiaries of more efficient education services as a result of institutional strengthening activities, and improved teaching and learning in primary and general secondary education.

13. Additional beneficiaries include educational agencies created under the APL 1 such as the National Curriculum and Assessment Center (NCAC), and the Teacher Professional Development Center (TPDC), all of which continued to benefit from the capacity development activities under APL2.

14. Direct beneficiaries from investments in rehabilitated schools include the 7,562 students attending the improved schools supported under the Project. Other beneficiaries comprise teachers participating in teacher development programs, including the 6.4 percent of all teachers who successfully completed the teacher certification process under APL 2.

1.5 Original Components

15. The Project included the following components:

16. **Component 1:** Improving the Pedagogical Environment (US\$ 7.20 million or 30 percent of total project cost). The objective of this component was to support changes in curriculum content, teaching methodology, student assessment, initial teacher education and continued teacher professional development, building on the institutional and policy frameworks supported by the APL 1. The component had the following two sub-components:

Subcomponent 1A: National Curriculum and Student Assessment System Development (US\$ 5.58 million). The objective of this sub-component was to improve the teaching content and methodologies in line with the national curriculum framework; to establish a system of student assessment so as to identify difficulties in student learning and develop targeted programs accordingly; and to assist Initial Teacher Education institutions to adapt their programs to take into account the changes in teaching standards, the national curriculum, and student assessment methodologies.

Subcomponent 1B: Professional Development of Teachers (US\$ 1.62 million). The objective of this sub-component was to improve the qualifications of teachers through the development and implementation of a teacher professional development system.

17. **Component 2:** Improving the Physical Learning Environment (US\$ 13.95 million or 59 percent of total project cost)

18. The objective of this component was to improve the physical learning environment in schools in emergency conditions to complement the investments on improving the quality of the pedagogical learning environment, and to demonstrate how the efficiency of the school network could be improved through the adoption of more efficient school building standards and through school consolidations.

19. **Component 3:** Project Management, Monitoring and Evaluation (US\$ 2.58 million or 11 percent of total project cost)

20. The objective of this component was to finance institutional support to the Ministry of Education and Science (MoES), Project Coordination Unit (PCU), Municipal Development Fund (MDF), NCAC, and TPDC regarding project related operations, including procurement, financial management, audits and project monitoring and evaluation.

1.6 Revised Components

21. There was no revision of components during project implementation.

1.7 Other significant changes

22. While there were no changes in design, scope, scale of the Project and implementation arrangements, there were two amendments to the financing agreement and two to the PHRD agreement as follows:

23. **Amendments to the Financing Agreement:** Both IDA Financing Agreement and co-financing PHRD Grant (TF057515) were amended twice, to allow extensions with a cumulative effect of 20 months. The main reasons for the extensions were to make up for implementation delays.

(a) *The first extension*, from December 31, 2009 to December 31, 2010, was needed to allow completion of construction of two schools and to support the Borrower with key education reform activities under the related PHRD Grant (TF057515) including the roll out of in-service teacher training, curriculum reforms, and textbook translations for minority languages.

(b) *The second extension*, from December 31, 2010 till August 31st, 2011, was granted in order to allow for the completion of the remaining project activities financed by the PHRD, particularly the completion of national assessments in grade four Mathematics and Georgian Language and Literature, strengthening of the existing teacher professional development opportunities, and finalization of teacher professional development framework.

24. **Borrower Contribution to Project Financing:** Counterpart financing at appraisal was estimated at US\$ 3.8 million or 15.9 percent of total project costs. By

project closing, Government counterpart contribution totaled US\$ 3.23 million or 90 percent of the originally planned.

25. **Exchange Rate Fluctuation:** Exchange rate fluctuation involving the local currency (GEL), the US dollar and SDR was significant. Overall, estimated gains resulting from exchange rate fluctuation was approximately US\$ 1.1 million. The additional resources were used to cover increases in construction costs.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

26. *Project design was consistent with Government's policies and the objectives from the start.* Education was an essential pillar of the Georgian development strategy. As noted earlier, the 2005 PRSP provided the policy dialogue framework to support the Government's education reform and supported the infrastructure and technical assistance envisaged under the Project. The 2006 PRSP committed Georgia to participate for the first time in international benchmarking exercises (TIMSS and PIRLS), to improve student assessments and to fine-tune the per capita financing to make education financing more efficient in the future. Consistently, project design provided for the necessary technical and infrastructure support to support these goals.

27. *Project design was coordinated well by the Government with other development partners.* By appraisal, several development partners, such as the United States Agency for International Development (USAID), UN agencies (UNICEF, UNDP), the Japanese Government, and the TEMPUS Program financed by European Union were supporting the development of the education sector through bilateral agreements. This partnership was fostered through their cooperation to adopt a joint comprehensive education strategy needed to make Georgia eligible for the Education for All - Fast Track Initiative (EFA - FTI). The EFA FTI partnership formed in Georgia helped to create a solid ground for Government and donors' cooperation, ensuring complementarity of activities and avoiding duplication of efforts during project design.

28. *Project design was in line with the Bank's Country Partnership Strategy (CPS) - endorsed by the Board in October 2005.* The Project was a key feature of the CPS, which established goals of improving efficiency of public resources, building the foundations of growth and employment, and strengthening human development.

29. *Project design incorporated lessons learned from Bank experiences in other countries of the region.* The Bank-financed Education Reform Project in Romania (P008784) and the Latvia Education Improvement Project (P049172) both showed that it was possible to strengthen the institutional competency of public agencies through intensive training, a clear communication strategy, and provision of high-level technical assistance. These lessons were incorporated into project design.

30. *The instrument choice – an Adaptable Program Loan (APL) –was adequate to respond to Government's sector strategy needs.* The choice of instrument provided a longer term framework for implementing reforms in the sector, as well as predictable longer-term financing and support by the Bank. It also allowed for lessons from the

earlier phase to be incorporated into the APL 2. For instance, the strong support for teacher training under the Project as well as the bottom-up approach to teacher development activities emerged from lessons of APL 1, which demonstrated that teacher training was pivotal to bringing changes into the classroom and the bottom-up approach facilitated teachers, pupils' and parents' buy-in.

31. ***Project design was underpinned by analytical work undertaken by the Bank using administrative and statistical information gathered at several levels of governance.*** Project preparation relied extensively on educational and financial MoES data drawn from EMIS 2004, as well as data from the Georgia Statistics Bureau. Another source of information that contributed to the design of Component II was the 2005 Municipal Reconstruction Program. Scholars' papers were used to substantiate the case for further investments in school infrastructure. Bank analytical research, such as *Accommodating Human Capital Development in Georgia* (2004), and *Georgia: Poverty Profile* (2003), were other sources of information that fed the background analysis.

32. ***Project risks, rated overall as moderate at appraisal, were properly identified and adequate mitigation measures were incorporated in the Project.*** For example:

- In order to address the risk of political shifts resulting in changes in priorities, project design was flexible enough to be adapted to changing circumstances.
- The likelihood of insufficient motivation of MDF to make education a priority area was also addressed. MDF was provided an overhead budget from project resources, which was performance-based.
- Fiduciary risks were addressed by ensuring an appropriate complaints-handling mechanism; adjusting procurement thresholds; enhancing the disclosure and transparency of project-related information; and ensuring appropriate financial reporting and external audit capacity.

33. ***Notwithstanding the solid preparatory work, project design had one shortcoming that ended up compromising the full achievement of the Project's Development Objective:*** it failed to fully address some of the underlying causes for the increase in student-teacher ratio in Georgia. For instance:

- The Project Appraisal Document (PAD) explained the expected demographic dynamics of Georgia, especially the decrease in school age population. However, project design foresaw only two measures to address this: school consolidation and full implementation and adjustments of the per-capita financing. While these measures worked well in highly populated areas, they did not yield the same results in the isolated, low density areas, where neither option was acceptable for a number of reasons, including lack of motivation and incentives to close a school, or a weak infrastructure which does not allow for students' transportation into another one. It is the ICR team's opinion that, while there was a good analysis of the problem, there was insufficient attention paid to dealing with the socio-political reasons for keeping small schools open; therefore, other policy options for improving efficiency and performance in small, remote schools were not explored.

- Another over-looked factor affecting the student-teacher ratio was the increase in the teaching force. A deeper analysis of this phenomenon shows that key reasons for it included: (1) the curriculum reform and introduction of the additional classes, such as Information Communication Technology (ICT), dance, etc., caused an increase in the number of required subject teachers, and (2) the lack of any incentives for teachers to retire, given that there was no mandatory retirement age, and pensions were low relative to salaries. The Project supported the teacher certification process that could potentially have impacted the student to teacher ratio, but certification becomes mandatory only by the end of 2014 and large teacher turnovers, if any, could not have been expected until that time.

2.2 Implementation

34. Overall, project implementation went smoothly, challenges were overcome, and most outcomes were achieved. Positive factors that influenced project achievements include:

- Broad reforms in Public Finance Management (PFM) of Georgia created a conducive environment for better performance of government agencies, including those responsible for project implementation.
- The Project benefitted from experience and knowledge of the human resources engaged under APL 1. The PCU responsible for implementing the first phase of the Program (APL 1) – a separate legal entity subordinated to the MoES – continued to handle the financial management of the Project until the APL I closed (June 30, 2007). The NCAC and the TPDC - agencies subordinated to the MoES (legally, managerially, and financially) - had the institutional mandate to implement specific programs. The agencies were established in the first quarter of 2006 and were staffed with fiduciary and other personnel required for carrying out their core functions.
- With the closure of the APL 1, the financial management staff of the PCU was mainstreamed into the two agencies, thus ensuring continuity and retention of qualified staff while moving away from using separate project implementation units. Additionally, those agencies were supported legally to perform fiduciary tasks on the use of Credit funds and project activities through individual agreements with the MoES. The NCAC and TPDC were responsible for implementing Component 1: Improving the Pedagogical Environment (Subcomponents 1A: Development of National Curriculum and Student Assessment System and 1B: Professional Development of Teachers). They were also responsible for monitoring the outcome and their intermediate indicators, and furnishing the Bank bi-annual progress reports on the status of the project implementation.
- The Project benefitted from strong cooperation with the Municipal Development Fund (MDF) which is a specialized government agency for public civil works, to carry out the financial management functions of the school reconstruction program (Component 2: Improving the Physical Learning Environment), and to be responsible for financial management and reporting to the MoES, the MoF and the Bank. In addition to the fiduciary responsibilities mentioned above, MDF was able to capitalize on its technical expertise and experience in working with other

development partners, thus contributing to the smooth implementation of Component 2. Throughout the Project, the MDF was in charge of procurement and supervision of civil works; consequently, all schools were constructed in an effective and efficient manner, and the quality of the buildings was satisfactory.

35. ***During implementation, two key events created challenges for the Project.*** Following the August 2008 conflict 160,000 people were internally displaced. This diverted the Government's focus from routine activities, including those associated with the Project. In addition, the conflict resulted in increased cost for civil works, as the demand for construction materials increased with the need for post-conflict reconstruction. For this reason, one company which had won two bids for project-financed schools construction could not complete the works within the agreed price. Therefore works were interrupted until contracts were cancelled and new bidding processes were launched, causing significant delays in project implementation.

36. The second challenge was that several re-organizations took place within MoES and the two other educational agencies – NCAC and the TPDC - which affected the pace of project implementation. Activities assigned to the two institutions were mostly to be financed by the PHRD. Both credit-funded and PHRD-funded activities suffered delays necessitating extension of the closing date twice.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

37. ***Design.*** The PAD included a comprehensive set of outcome and intermediate indicators, which reflected well project objectives. The PCU established under the APL 1 would monitor and report systematically on them through the bi-annual progress reports, for as long as APL 1 and 2 would overlap. Implementing Agencies would then take over the task. This design also sought to measure project impact so as to inform decision making for additional education policy reforms. Important testing and measuring instruments for students and teachers were planned so that enough information would be produced to measure the impact of the Project. The Education Management Information System (EMIS), developed under the APL 1, was planned to provide data for school consolidation, use of per-capita financing system, etc.

38. ***Implementation.*** The Project's M&E activities and framework were implemented as planned. The Project benefited from M&E capacities gained by MoES during the implementation of the APL 1, and by using the PCU, which helped during transition from Phase one to Phase two. Later PCU functions for M&E became integrated into the NCAC, which maintained the overall project monitoring functions. The subordinated implementing agencies (TPDC, NCAC, and MDF) furnished to the Bank bi-annual progress reports on the status of project implementation and reported on the outputs and outcomes status. The reports were prepared in a satisfactory manner.

39. In addition to the testing instruments for teachers and students that were developed successfully, the following assessments carried out under the Project supported project monitoring: (i) the Classroom Observation Research (NCAC); and (ii) evaluation of teacher professional development programs such as Teacher Induction Pilot Program, Teach for Georgia Pilot Program, and Teacher Voucher Program by TPDC.

40. **Utilization.** A disappointing aspect of the M&E system established under the Program was that the Government did not use it sufficiently. For example, the first phase of the Program financed the introduction of a national EMIS system. Yet reports generated by the EMIS were not published on a yearly basis as planned, nor were the results readily available to key stakeholder groups. Further, there is little evidence that the results of the national and international student assessments were used by policy makers and other education professionals for further analysis and policy making.

2.4 Safeguard and Fiduciary Compliance

Environmental safeguards

41. The Project was classified as a Category B operation. An Environmental Management Framework (EMF) was developed for the construction of the new schools and was published on the MDF's website in English and Georgian. Its enforcement in the course of project implementation by MDF for ensuring environmental compliance was considered satisfactory throughout implementation.

Fiduciary arrangements

42. Three agencies were in charge of fiduciary arrangements for the Project: Municipal Development Fund (MDF), National Curriculum and Assessment Center (NCAC), and Teacher Professional Development Center (TPDC). Throughout implementation, their performance was found satisfactory.

43. The NCAC and the TPDC were equipped with the institutional mandate to implement relevant programs, and were staffed with fiduciary and other staff required for carrying out their core functions, including financial management staff of the PCU of the APL 1. As noted above, the MoES reached an agreement with the MDF for carrying out the financial management and procurement function of the school reconstruction program (Components 2 and 3 of the project).

44. **Audit reports:** The annual audited project financial statements were received on time and were found unqualified by the auditors. The audit report of 2009 mentioned some irregularities regarding an un-recovered advance to a NCAC deceased staff and a payment done by Treasury but not accounted at NCAC books. However, those issues were addressed and did not recur.

45. **Internal reporting:** The Interim Financial Reports (IFRs) were generally produced on time and of satisfactory quality. Each implementing agency produced its own semi-annual IFRs for the components under their management. These reports were acceptable to the Bank.

46. **Disbursement:** Disbursements generally worked as planned, with some delays due to the August 2008 conflict, as noted above. An undisbursed balance of amount of US\$ 9,458 was canceled after the end of the grace period for reconciliation of accounting.

47. **Procurement:** Agencies responsible for procurement under the Project, i.e. the PIU (at the beginning), MDF, NCAC, and TPDC showed *satisfactory* procurement performance. No significant challenges or delays were encountered in the procurement procedures.

2.5 Post-completion Operation/Next Phase

48. **Next Steps:** The Georgian Government continues to have education as one of its priorities. The MoES adopted the Strategy for the Development of Education (2010-2015), which covers all levels of education, with an emphasis on general secondary education. Some of the new initiatives include, among others: improvements in English proficiency and ITC literacy in primary education, and introduction of school leaving exams at the end of secondary school. The Bank's team provided advice to the MoES in the course of preparation of their strategy, including suggesting areas for further analysis, and approaches for translating the strategy into an implementation plan with timelines and estimated budgets.

49. Despite the fact that the Bank committed to a 12-year partnership to support the reforms in the education sector via a three-phased APL, the Georgian Government does not envisage a third phase of the APL at this time. There are two key reasons behind the Government's decision. First, given the global economic crisis, the Government has decided to focus Bank resources on supporting regional development efforts and infrastructure improvements, as agreed in the Country Partnership Strategy (CPS) for Georgia for FY10-13 (48918 - GE). Second, the Government is expected to benefit from a large grant from the Millennium Challenge Corporation (MCC), estimated around US\$ 100 million, likely to be focused on education and training.

50. Nonetheless, as part of its analytical work in Georgia, the Bank will prepare a series of policy notes in 2012 to assess progress to date in both basic and higher education, and to identify remaining gaps in the sector in order provide recommendations for further strengthening of the education system. The Bank also aims to continue its active role in the donor coordination teams to enhance the synergies between the various donor programs and to avoid duplication of effort.

51. **Sustainability:** Sustainability of key project achievements is likely. First, the Government's commitment to the education reform has remained steady, as demonstrated by its continuous budget allocation for the staffing and future programs of the NCAC and the TPDC to continue modernization efforts. Second, the Project supported building

institutional capacity within the MoES and its key agencies so that they would be able to sustain and further expand modernization efforts.

52. At the same time, the ICR team notes that the relatively young institutions established to support the education modernization agenda are still evolving, with continued challenges both in the coordination among themselves and their interactions with the public. The changing mandates of these institutions raise concerns about the fragility of sustaining the capacity built during the first two phases of this APL, and of their activities in support of the ongoing reforms. These new challenges must be carefully addressed by the Government, which should focus on sustaining progress made thus far and ensuring further institutional development and consolidation.

53. Further, there is a clear risk that human resource capacity would be lost with staffing changes resulting from the institutional ones mentioned above. For example, NCAC competencies on curriculum development, implementation and monitoring have been transferred to MoES; assessment competencies are being transferred to the newly created National Center for Educational Quality Enhancement (NCEQE). At the time of writing of this report, few of the NCAC staff trained and experienced in either curriculum reform or in assessments had been transferred to the new entities.

54. **Maintenance:** Maintenance costs and implications for the recurrent budget of the education sector have been factored in the per-capita financing formula, so that schools have an adequate level of resources and autonomy to conduct the task. While the initial allocations did not fully cover utility costs, resulting in a significant number of schools needing additional budget allocations to cover their running costs, the most recent revision of the per capita financing formula should have taken care of these gaps.

55. In order to ensure the sustainability of the civil works investments for construction and rehabilitation, a School Maintenance Manual was developed, and a regulatory framework to delineate the national and local responsibilities for capital investment and repair has been adopted.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

56. The Development Objective of the Project was to improve the quality and efficiency in primary and secondary education in Georgia through the implementation of the institutional and policy framework developed under APL 1, as well as reconstruction of schools in dire physical condition.

57. The ICR team concluded that the Project was relevant at the time of design and remains relevant today. Likewise, its implementation remained on track, responding to the key issues identified at the design, and responding to sector priorities, as highlighted below:

- ***Project design was consistent with the education goals of the PRSP (2006) and the Country Assistance Strategy of 2005 (CAS).*** The PRSP supported a major reform program to bring the Georgian education system in line with the European

standards, with priorities such as establishing a quality assurance system at all levels of education, and increasing efforts to improve school infrastructure and management. The CAS focused on strengthening human capital and recognized that insufficient resources at both the national and local levels for education prevented adequate investments in quality improvements.

- ***The PDO continues to be highly relevant*** as (i) improving the quality of primary and secondary education continues to be at the core of the Government’s reform agenda; (ii) supporting improvements in school learning environment through curriculum and teacher reforms are pre-requisites to improve learning; and (iii) fixing schools in emergency conditions is not only a Government priority but a matter of ensuring student and staff safety.

3.2 Achievement of Project Development Objectives

58. The ICR team assesses the outcome of this Project as Moderately Satisfactory.

59. A set of eight Key Performance Indicators (KPIs) and eight Intermediate Outcome Indicators were designed to monitor progress towards the achievement of the PDO. Below, this document discusses the achievements of outcome indicators.

Improving Quality

60. **Outcome Indicator 1:** 70 percent of teachers introducing more active pedagogical practices in the classrooms.

61. Achieved - The Classroom Observation Research carried out by the NCAC in 2011 provides evidence that this target has been met, as the majority of teachers were using new methodologies in their classes and demonstrating positive attitudes towards the new practices. According to this research, 71.4 percent of Georgian teachers are able to apply at least one active instruction methodology. Table 2 below presents application of different teaching methodologies by teachers.

62. The further positive shift in teachers’ attitudes to active teaching and learning over the last few years can be demonstrated by comparing the results of the Evaluation of the Ilia Chavchavadze Program in Reforming and Strengthening Georgia’s Schools (PADECO, 2007), carried out as part of the APL 1 of this Program, and the above Classroom Observation Research (NCAC, 2011)¹. According to the table below, teachers in 2007 were still strongly clinging to traditional attitudes regarding concepts of individual work (versus group work), that teaching should be centered around correct answers and presentation of facts, and that the teachers’ role should be to provide

¹ Both evaluations used similar teacher survey forms, which asked six items to learn more about teachers’ attitudes towards active learning. In order to get accurate response to questions where teachers might suspect the “right” answers are those in congruence with the newer methods, these questions were worded so that the answer assumes that the traditional methods are the “right” response.

feedback so students could improve. In contrast, the evidence from the recent survey suggests that an increasing number of teachers have accepted and started to prioritize innovative teaching methodologies that are focused on promoting active learning.

Table 2: Results from Classroom Observation Research

	Statement	“Do not Agree” and “Strongly Disagree”	
		Padeco 2007	NCAC 2011
1	Classroom learning actually is most effective when based primarily on lectures with students responding when called on.	76	88.2
2	It is best when students work on assignments alone to show how much they know.	6	41.6
3	Teachers know more than students and should just explain the facts directly.	37	66.7
4	Classes should be focused on problems with specific, correct answers and ideas that students can grasp quickly.	16	61.9
5	Students generally interrupt the flow of class and the learning of other students when they talk with each other about the lesson.	58	56.2
6	Teachers should provide feedback to students on assignments to show them how to improve their work.	95	74.7

Source: Evaluation of the Ilia Chavchavadze Program in Reforming and Strengthening Georgia’s Schools, Padeco, 2007 and Classroom Observation Research, NCAC, 2011.

63. In line with the assumption that an effective teacher training system is essential to diversify provision of teacher training, a decentralized teacher training system was designed and implemented with project funds. TPDC developed guidelines and standards for the accreditation of teachers’ continued professional development programs. There were 172 such programs accredited by the MoES and the provision of teacher in-service training was outsourced to private providers. All accredited training providers were eligible to get financing from the state voucher program.

64. Despite the achievement of this outcome, the ICR team noted that the new in-service teacher training model designed and implemented as part of the Project was not sustained. As the quality of some of the accredited programs was questioned, in 2010 the function of in-service teacher training provision was shifted to the Teacher Professional Development Center (TPDC) and the state voucher program to accredited providers was discontinued. The insufficient alternative funding for teacher training in addition to discontinuation of the vouchers’ system discouraged both high and low quality providers from remaining in this market, and contributed to the re-centralization of teacher training with TPDC as the key provider. Further efforts and commitment are needed to learn from the implementation experience of the decentralized provision of in-service teacher education, and how to build quality assurance mechanisms for an effective diversified teacher training program.

65. **Outcome Indicator 2:** 70 percent of children learning according to the improved national curriculum.

66. Exceeded - The National Curriculum and Assessment Center (NCAC) piloted and gradually implemented the new national curriculum developed under the first phase of

the Program in all schools across the country, except for grade six in Georgian schools and grades five and six in minority schools². This process took place between 2006-2009, as originally envisaged. The curriculum implementation involved curriculum-based trainings for about 25,000 teachers and 2,000 school principals.

67. By the time the Project closed, 90 percent of children in Georgia were learning according to the new national curriculum. Further changes/revisions were introduced in the curriculum framework in 2010, which is being implemented in primary grades (1 to 6) in all schools from 2011-2012 academic years and in basic and secondary grades (7 to 12) from 2012-2013 academic years.

68. **Outcome Indicator 3:** 20 percent of teachers certified according to new standards and trained according to new standards.

69. Not Achieved - As part of the Project, both professional standards and subject standards have been successfully developed and adopted by MoES (Decree No. 1014 as of November 21, 2008) for the teachers of primary, basic and secondary education levels. The standards are easily accessible through the Center’s website at www.tpsc.ge.

70. The new standards for teachers as well as the new national curriculum framework provided the foundation for the design and implementation of the teacher certification system. The Teacher Certification Charter was adopted by MoES decree No. 1101 dated December 12, 2009.

71. The first set of teacher certification examinations in professional skills and selected subjects (Georgian Language & Literature, Math and Foreign Languages) took place in July 2010. The examinations were administered by the NEC in the Tbilisi Technical University and 12 other examination centers across the country. To be certified, teachers had to pass both the subject and professional skills examinations. A total of 9,906 teachers participated in the process in 2010, out of which 11 percent were certified after passing both the subject and professional skills examinations. In July 2011, the number of teacher certification examinations was expanded to include Biology, Geography, Physics, Chemistry, History and Civic Education. About 23,519 teachers took the examinations in 2011, out of which 15.4 percent were certified (see detailed statistics in the table below).

Table 3: Teacher Certification Results for 2010/2011 (Grades 1 - 12)

Total number of Teachers who took the examinations			Total number of certified teachers*			Total Number of Teachers	Total certified teachers as a percentage of those who took the examinations			Total certified as a percentage of total teaching cohort		
2010	2011	Total	2010	2011	Total	Total	2010	2011	Total	2010	2011	Total
9,906	20,905	30, 811	1,359	3,226	4,585	71,000	13.7	15.4	14.8	2	4.5	6.4

² Grade six was to be covered by the second wave of curriculum reforms.

Source: Teachers Professional Development Center, 2011.

72. Despite important progress achieved in designing and launching the implementation of the teacher certification process in the country, as of today only 6.4 percent of the total teaching cohort has been certified, far below the intended 20 percent indicator. A key reason for not achieving this indicator was the Government's decision to postpone the launch of teacher certification examinations to 2010, as opposed to 2008 as initially planned. Further, certification will only become mandatory by the end of 2014 according to the law on Secondary Education, which explains the relatively low participation rates of teachers in the initial two years. It is expected that all teachers will participate in the process by the end of 2014. Another reason is that, among those who actually took the examinations, less than 15 percent were able to pass both tests in order to be certified.

73. **Outcome Indicator 4:** 100 percent of children currently studying in the 38 schools identified as in emergency conditions will be in safe and improved learning environments.

74. Achieved - By project closing, the physical learning environment in 35 schools identified as in emergency conditions had been rehabilitated and refurbished and the rehabilitation of the remaining three schools is almost completed. The seven IDA-financed schools either replaced existing schools that were structurally unsafe or built schools for students previously accommodated in educationally inappropriate places. In parallel, the Government provided financial support for the rehabilitation/reconstruction of 31 schools.

75. The quality of the seven schools constructed with IDA financing has been found satisfactory. These schools have been designed to accommodate innovations introduced in the curriculum, including modern classrooms tailored for interactive teaching and learning, libraries, well-equipped gyms and recreation zones for meetings, group work and discussions, access for children and adults with disabilities, and other provisions to ensure inclusive education. The Government decided to hold a design contest for the new school construction rather than applying a standard design to all schools. In hindsight this decision presented efficiency issues, in terms of design and construction cost.

76. Another observation regarding these schools is that they were super-dimensioned, therefore having utility costs significantly higher than in average school. The Project was designed with an understanding that each of these schools would provide for a consolidation of two or more other existing schools and the Ministry would provide a school bus to them to facilitate this process. Nonetheless, currently only two schools out of the seven serve the intended number of students: (i) Borjomi School No.3, which was merged with the two neighboring schools, and (ii) Village Digomi School, which was able to attract more students who previously used to go to Tbilisi schools. In the remaining five schools, the envisaged school consolidation has not happened yet, and the new schools serve fewer students than originally envisaged. At the same time, the new school facilities offer well equipped classrooms, gym, and recreation zones that could potentially offer facilities for extra curricula activities as well as for tailored vocational programs, but currently the facilities are not used at the full capacity. It is hoped that the

Government encourages more effective utilization of the new physical resources available to better serve the broader objectives of providing better quality of schooling.

Improving Efficiency

77. **Outcome Indicator 5:** 100 percent of schools having autonomy in managing resources related to the teaching and learning process through the per capita financing as the sole source of public funding and accountable to the appropriate authorities in the use of those resources.

78. Not Achieved - Finance and governance reforms carried out in the education sector in 2005 made all public schools autonomous and accountable to the authorities for the use of funds. The first phase of the Program supported the design and implementation of the per capita financing formula in general education institutions across the country in 2005. Notwithstanding important transparency and efficiency improvements following the new funding scheme, the financing formula required further adjustments especially for small rural schools, which were unable to fully cover their costs under the new system. Throughout 2011, the Government implemented further changes to the financing system for general secondary education. Based on information provided by MoES, as a result of these changes and improvements, the number of schools carrying a deficit decreased from 1,400 in 2010 to only 167 deficit schools in 2011. The remaining 167 schools – which represent 7% of schools³ - share the same set of characteristics, they either have more than one school building under their jurisdiction or more than one language of instruction (mostly in minority schools), which increases their costs. Further changes are planned to the financing formula for December 2012 to address the needs of these schools as well.

79. **Outcome Indicator 6:** The national average student/teacher ratio increased to 16/1, with specific ratios for urban, rural and mountainous areas.

80. Not Achieved - The national student to teacher ratio is currently 10/1, a deterioration from the 12/1 baseline.

81. Various reforms undertaken by the Government, such as the per-capita financing and school autonomy supported under the APL 1, provided incentives for the reduction of the teaching cadre and the consolidation of schools, particularly in urban settings, where more than 1,000 schools were consolidated between 2005 and 2011. Nonetheless, these reforms did not prove sufficient to reduce the national average student-teacher ratio and this indicator was the only trigger under the APL 1 that was not met.

82. As discussed earlier, a key factor behind the low student-teacher ratio was the geographic differences in Georgia, which has many schools in high-mountain regions with less than 100 students. For this reason, at the time of project preparation it was agreed that the Government would elaborate a strategy to increase the student-teacher ratio based on specific ratios for urban, rural and mountain areas. However, no specific

³ The total number of schools decreased between 2005 and 2011.

actions were taken to address the problem. At the same time, the public resistance to school closures in remote villages was high, as schools are often the only visible public building in these communities, and frequently the only employment opportunity for the villagers; moreover, harsh winters make it difficult to transport students to schools to nearby villages. Furthermore, as the education budget gradually increased in the last two years, the pressure to rationalize schools and increase the student-teacher ratio has decreased.

83. Overall, the ICR team’s assessment as to why the Project was not able to attain this outcome involves a combination of factors. First, the interventions supported by the Project were limited in their potential impact on the performance indicator. Second, stakeholders’ resistance to closures was under-estimated and, therefore, not appropriately mitigated. Third, in terms of the overall size of the teaching force, the changes to the national curriculum framework of 2010 resulted in the need to hire additional teachers with the introduction of new mandatory subject areas (English and ICT) as well as other new topics (i.e. Civil Defense and Safety; World Culture; Dance Classes), which the existing teachers were not qualified to teach. Further, as already mentioned, there is no mandatory retirement age for teachers, and due to low pensions teachers have little incentive to leave the teaching force. Finally, demographic changes mean that the student population in Georgia is shrinking, as Table 4 shows. Combined, these factors inevitably lead to an average decrease in the student-teacher ratio, which requires alternative measures to be addressed.

Table 4: Georgia Population Projection According to 2011 United Nations Population Projections

Thousand	2010	2015	2020	2025	2030	2035	2040	2045	2050
Total Population	4,352	4,225	4,080	3,922	3,760	3,604	3,456	3,316	3,186
Aged 0-4	257	237	208	180	158	155	152	149	143
Aged 5-14	466	477	481	431	376	332	308	302	299
Aged 15-24	705	545	428	443	451	411	359	318	299

84. **Outcome Indicator 7:** 100 percent of schools in charge of maintenance budget and staff adequately trained.

85. Achieved - All schools in Georgia are in charge of their maintenance budget according to the law on Secondary Education. Routine school maintenance is financed from the overall school budget allocated on the basis of a per capita financing formula, whereas capital expenditures are financed either by the state or local government budget. The Project financed the elaboration of the manual “Improving Schools Physical Learning Environment” to support the development of new approaches to maintenance policy, planning and management in schools, as a complementary strategy in improving and sustaining their physical environment. The manual was published and distributed by MoES in May 2008. The Project also financed training in school maintenance for all Education Resource Centers, which eventually trained schools under their jurisdiction. Finally, in 2010, the Project also supported the development of a human resource management manual for schools and a manual for “School Sanitation Maintenance.”

Training modules were prepared on the basis of these documents. About 500 school principals were trained in August 2011.

86. **Outcome Indicator 8:** Regulatory framework in place which shall clearly delineate between local and national Governments’ responsibilities for school maintenance and capital repair.

87. Achieved - The respective amendment was made in the law on Secondary Education in 2006, according to which the responsibility for capital repair lies with the state and or/local self-government.

88. Finally, it should be noted that there were four triggers for the third phase of the APL, as listed in Table 5 below. All of those triggers were met but, due to reasons explained earlier, the Government has decided not to proceed with APL 3.

Table 5: Triggers from APL 2 to APL 3

End of APL Indicators	Status
<u>Program Purpose:</u> Effectively realign the system objectives and the policy and management capacity to improve the quality and relevance of learning outcomes and better prepare students to meet the demands of a market economy and democratic society.	
Share or consolidated budget for education allocated to primary and general secondary education increased to 60 percent.	<u>Achieved.</u> Expenditures on primary and general education have been about 62 percent of the total state budget on education throughout 2007-2010.
100 percent of schools funded exclusively through per capita funding.	<u>Achieved.</u> All schools are funded through per capita financing system.
1,000 schools consolidated.	<u>Achieved.</u> Since 2005, total of about 1,014 have been consolidated.
Student learning outcomes in higher order cognitive skills as measured by exams and assessment scores, reflects satisfactory performance.	<u>Achieved.</u> The Project supported the implementation of national assessments in Georgian and Mathematics for grade 4 and 9 students. The results indicate satisfactory performance (documented in further details under the efficiency section of the ICR).

3.3 Efficiency

89. The ICR team reviewed two aspects of efficiency when preparing this document - efficiency linked to sector management, and efficiency resulting from improved education quality. The overall conclusion is that there is insufficient evidence to determine if the Project had a positive impact on sector efficiency. It should be noted, however, that the Project did significantly contribute to setting the stage for greater reforms normally linked to a more efficient education sector, as evidenced in other countries. This was done both by promoting decentralization and accountability at the institutional level, and by establishing education data collection and monitoring systems, including the EMIS, to enable informed decision-making. Finally, Georgia now has its own national student assessment system and participates in TIMSS, PIRLS, PISA thus giving stakeholders a strong sense of how its students are performing.

90. In terms of sector management, the Project’s Development Objective itself included addressing efficiency gains in the sector, to be achieved through the

decentralization of resources and decision-making to the school level, and by increasing the student-teacher ratio. As already discussed, by project completion, per capita financing was implemented in 100% of schools and they were given autonomy and training to manage their resources; as indicator 5 shows, 93 percent of all schools are not only managing their resources without any deficits. The formula has promoted transparency in the allocation of resources. Further, the per capita formula benefited from adjustments to make it more responsive to the different realities of schools (location, size, etc.). Additionally, a regulatory framework was put in place clearly specifying rights and responsibilities of the different levels of Government as far as school maintenance and capital repair. While it is too soon to determine if and what type of efficiency gains these changes will lead to, there is recognition that increasing school autonomy, when accompanied by greater accountability, often results in efficiency gains (Bruns, Filmer and Patrinos, 2011). In the case of Georgia, the Project was implemented in a context where governance enhancements were taking place throughout the Government, including in the education sector. Thus, the ICR team anticipates that the combination of greater overall governance and decentralization in the education sector is likely have a positive impact on efficiency.

91. At the same time, as already mentioned, a key measurement of efficiency under the Project was its impact to increase the student-teacher ratio, which, at project closing, had only further deteriorated. While there was a 10 percent reduction in the number of schools during project implementation, it still fell short of its rationalization target; further, some of the schools that were replaced under the Project are still operating below their capacity. The ICR team presented some explanations for the Project's inability to successfully achieve this indicator and, on this account, it is clear that the Project failed to increase sector efficiency.

92. In terms of quality improvement, the Project financed important school and classroom inputs aimed at positively affecting learning. Reduction in drop out and repetition rates would be signs of more efficient use of resources. More importantly, improved student performance is also another element of system efficiency, basically showing that education investments are getting better "returns." Unfortunately, the available data on the student performance presents comparison and attribution issues so they are, at best, an indicator of progress. The 2010 National Assessment Report for 4th graders in Mathematics and Georgian shows a seven percent point increase in the number of students able to correctly answer test items, as compared to 2004 data. Once TIMSS 2010 results become available, one will have a comparison with TIMSS 2007, both enabling to determine if Georgian students are performing better in both absolute and relative terms.

3.4 Justification of Overall Outcome Rating

Rating: Moderately Satisfactory

93. The Project's overall outcome rating is assessed as *Moderately Satisfactory* based on its important achievements, including meeting and/or exceeding five out of eight outcome indicators. The Project was highly relevant at the time of its design and remained so during implementation as it was able to reinforce strategic reforms by supporting large-scale implementation of innovations planned and implemented under the

APL 1. At the same time, two important outcomes fell short of expectations: (i) the Project did not have a positive impact on increasing the student-teacher ratio; and (ii) a significant percentage of teachers were not certified by its completion. The third indicator, *100 percent of schools having autonomy in managing resources related to the teaching and learning process through the per capita financing as the sole source of public funding*, was partially achieved.

94. Quality improvements carried out under the Project that are directly benefiting students include:

- nation-wide implementation of the new national curriculum, which is currently benefiting 90 percent of Georgian students;
- teacher development and new teaching and learning materials distributed to schools;
- development of standards for teacher competencies, teacher certification and new teacher professional development framework;
- design of teacher certification mechanisms, including supporting the technical and legal frameworks, and implementation of certification examinations nation-wide for the last two years;
- creation of solid technical capacity in the National Curriculum and Assessment Center as well as the Teachers Professional Development Center;
- construction and rehabilitation of schools in emergency conditions in remote and rural areas, replacing unsafe structures; and
- development of school maintenance policies and training of school administrators in maintenance issues.

3.5 Overarching Themes, Other Outcomes and Impacts

(a) Poverty Impacts, Gender Aspects, and Social Development

95. As part of the preparation of the Project, a Rapid Social Assessment (RSA) was conducted. The overall objective of the RSA was to ensure that reforms intended to increase access to and quality of education, particularly for the poor, did not result in unintended negative consequences, and to assist the Project to maximize its positive impact. The RSA highlighted the need to encourage more community participation, to enhance awareness about education reforms, and to focus more attention on the deprived communities. Subsequently, concrete steps were made regarding the use of financing formula for remote schools (called deficit schools) to address their specific challenges. Furthermore, the Project targeted the schools in poorer areas, also the ones most in need of rehabilitation, and looked carefully at the safety of schools, and at the issues of absenteeism and drop-out due to poor school conditions. Thus, the ICR team feels that the Project correctly ensured that students from poorer backgrounds were key project beneficiaries. It should be noted that there were no specific gender aspects highlighted under the RSA that required a specific focus under the Project.

(b) Institutional Change/Strengthening

96. The Project contributed to strengthening technical capacity within the sector through extensive training of the core staff in the National Curriculum and Assessment

Center and the Teacher Professional Development Center. Strong technical capacities were built in the areas of curriculum, pedagogy, assessment of learning outcomes and textbook evaluation, which remain highly important and relevant for the management of the education sector in the long run.

97. The Project supported a major shift from ad-hoc teacher training towards the design of system-wide teacher policies, such as the development of professional and subject standards for teachers, the new professional development framework for teachers, mechanisms for the accreditation of teacher training programs and teacher certification system, all of which have been institutionalized in the Education legislation and are playing an important role in regulating the teaching profession. Despite this important progress, designing a sustainable and effective in-service teacher training system still remains a challenge. As stated earlier, although the Project supported outsourcing of teacher trainings to private providers for two years, the public funding for this purpose was discontinued by the MoES due to the initial perception of low quality of the training programs. This decision resulted in discouragement of both high and low quality providers and decline of the supply side, which in turn contributed to re-centralization of teacher training with the MoES as the key provider.

(c) Other Unintended Outcomes and Impacts (positive or negative)

None

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

None

4. Assessment of Risk to Development Outcome

98. The risk that development outcomes (or expected outcomes) would not be maintained is rated as *Moderate*. The achievements of the APL 1 and 2 are encouraging, with solid institutional development in the field of curriculum development, teachers' qualification and certification, and national assessments and examinations. Furthermore, the "National Education Strategy Development Paper" (2010-2015) shows the Government's commitment to building a strategic vision for education reforms in the coming years, beyond the modernization agenda achieved so far. At the same time, the next set of reforms is expected to be implemented in a volatile economic environment given the unfolding Euro zone crisis. The National Education Strategy Paper stipulates objectives but until the moment this ICR was written, it did not offer a concrete action plan and financing framework. Without these elements, both the sequencing of priority policy measures and the appropriate budget planning for the financing of the Strategy will not be possible, especially if there are budget constraints arising from a global financial crisis.

99. Another risk relates to the lack of sustainability of the teacher training reform, discussed above; a centralized system – as evolved for the moment - may not sustain the results with the Outcome 1: *teachers introducing more active pedagogical practices in the classrooms*. Finally, as noted earlier, some of the institutional capacity developed under the Project, including the new institutions created in the sector, are still "young"

and fragile, thus they will require continued support to satisfactorily deliver on their mandate.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry

100. Bank performance in ensuring quality at entry is rated as *Moderately Satisfactory* for reasons elaborated below.

101. The Bank understood well the evolving political economy of the country, the rapidly reforming Georgia's institutions, and the country's education needs. The Bank worked closely with the MoES to identify key sector issues, define a strategy for best addressing those issues, and design appropriate interventions. The Bank took into consideration lessons learned from other Bank-supported projects in the South Caucasus, from the implementation of education projects, as well as the work of other development partners in the country. The planning and design of activities was particularly carefully done and reflects the detailed discussions with the client at appraisal, good knowledge of the country's education issues, especially regarding the infrastructure challenges. The Bank also took into consideration other donor operations in the sector, avoiding any potential overlaps (UNICEF, UNDP, GIZ, USAID, Open Society Institute, etc.).

102. Nevertheless, an important shortcoming of the Project design relates to insufficient policy advice and measures proposed to encourage the decline of teacher/students' ratio. As explained in Section 2.1 of this report, while project design incorporated the demographic changes affecting the school-age population, it did not offer a deeper analysis of the impact that such a phenomenon would have on class size in isolated areas, where school consolidation is not an option. As such, it missed the opportunity to discuss with the Government alternative strategies to overcome this challenge, including the possibility of introducing a multi-grade teaching for under-populated schools. Furthermore, project design did not provide enough analysis on the reasons behind high teacher retention rates in the system, including the absence of a mandatory retirement age for teachers, the low pensions, or the impact on teacher numbers of the curriculum reforms and additional subjects.

(b) Quality of Supervision

103. Overall, the quality of supervision of this project earned a *Satisfactory* rating by the ICR team due to reasons featured below.

104. The Project was monitored regularly during and between missions. The team developed a strong relationship with the various agencies and was proactive in anticipating and helping resolve issues that arose. The skills mix in the team was the right one, allowing for fiduciary support to the Government, as well as technical expertise advanced by experienced Bank education staff and consultants.

105. The team prepared informative aide-memoires that provided guidance to the Government on areas needing attention while keeping management informed of the Project's progress and challenges.

106. The Project benefited from the leadership of three experienced task team leaders (TTLs) from preparation to closing, and the ICR team noted no important transition issues. Each TTL contributed positively to the Project, from solid project design to an excellent spirit of cooperation with the client, which ultimately resulted in the achievement of the majority of development objectives. The FM and procurement team participated in the supervision of fiduciary aspects of the Project, and provided on-the-spot advice for emerging issues. The project benefitted from having staff located in country office, who were supported the Government to ensure punctual responses to Project challenges.

(c) Justification of Rating for Overall Bank Performance

107. Based on the "Harmonized Evaluation Criteria for ICR and OED Evaluations" overall Bank performance for this Project is rated as *Moderately Satisfactory*. A fruitful partnership with the Borrower led to smooth technical and institutional collaboration during the preparation and implementation stages. A positive working climate was fostered with the client, which contributed to achieving or exceeding most of the Project objectives. However, as noted previously, issues in relation to rationalization of the use of the teaching force and school buildings in a country with significant decreasing students' number were not fully addressed in project design. Furthermore, the design did not provide enough analysis on the reasons behind high teacher retention rates in the system, and on the impact of the curriculum reforms in teacher numbers. Therefore, two out of eight outcome indicators were not achieved.

5.2 Borrower Performance

(a) Government Performance

108. The Government's performance during project preparation and implementation is rated as *Satisfactory*. The Government showed ownership and commitment to project objectives throughout implementation. More importantly, the Government adopted and endorsed all needed policy instruments for the establishment of the educational agencies and provided the necessary resources for their operation.

(b) Implementing Agency or Agencies Performance

109. Overall, the MoES's and all involved agencies implementation performance are rated as *Satisfactory* for the following reasons:

- MoES' level of commitment was high, notwithstanding changes in leadership and management, or events such as the August 2008 conflict. MoES showed strong will to reform its institutions and managed to establish or strengthen specialized agencies so as to ensure management effectiveness. Furthermore, a sector strategy was adopted. The only shortcoming noted relates to an underestimation of risks associated with frequent changes in newly established institutions and

policies (such as teacher training) which may pose a threat to sustainability of reforms in the sector.

- MDF showed very strong performance in conducting activities related to school constructions. Its technical expertise and experience significantly contributed to the success of the infrastructure investments. Their fiduciary performance was also strong, as shown by the unqualified audit reports and smooth procurement procedures. The progress reports were also accurate and prepared in a timely manner.
- NCAC and TPDC were also efficient Project implementing agencies. Their fiduciary performance, technical engagement and reporting were satisfactory.

(c) Justification of Rating for Overall Borrower Performance

110. The overall Borrower performance is rated as *Satisfactory*. The Borrower was actively involved in project participation, maintained a focus on the reform activities, and provided active and productive political commitment towards the achievement of the PDOs. The MoES and its agencies showed efficient performance in all aspects of Project implementation. They gained considerable technical capacity, making sure a critical mass of technical expertise remains in place to further education excellence in Georgia.

6. Lessons Learned

111. **A strong governance agenda goes hand in hand with the modernization and sector reforms.** The Project was implemented during a period where reforms in public finance, procurement and anti-corruption measures were ongoing, the majority of them supported by World Bank financed operations. Such reforms indirectly supported project implementation as they strengthened governance in the education sector.

112. **Sustainability issues need to be anticipated and addressed carefully given the fact that planned phase three of the Project will no longer be implemented.** In this Project, while the APL 1 and 2 achieved significant results and most Program objectives were achieved, the Program agenda remains unfinished. Government had the intention to address under an APL 3 the objectives of extending reforms nation-wide, consolidating gains under the first two phases, and tackling external efficiency challenges. While the ICR team remains optimistic that the Government will carry forward the reform agenda on its own, there is always a concern that reform gains will not be secured in a sustainable manner in the long-term. For example, the ICR team observed that the relatively young institutions established to support the education modernization agenda are still evolving, with continued challenges both in their coordination among themselves and their interactions with the public.

The changing mandates of these institutions also calls in question the sustainability both of their capacities built during the first two phases of this APL, and of their activities in support of the ongoing reforms. These new challenges to be addressed by the Government should focus on sustaining progress made thus far and ensuring further institutional development and consolidation of reforms. The Bank, too, can play a role as part of its overall partnership strategy and analytical work in the sector, even without ongoing operations.

113. From the technical perspective, the Adaptable Program Loans (APL) is a good instrument to support longer-term reforms; from the political perspective they often lack appeal. This APL was supposed to be the second of a three-phased program, to be implemented over 10 years. Whereas at the time of design this seemed the optimal instrument to support a long-term education reform and provide reassurance to the Government of the Bank's commitment to it, by the time the second phase was wrapping up the Government was not interested in pursuing a third phase as it wanted to focus the Bank's support in other sectors.

114. Demographic trends are important considerations when designing education projects. ECA countries are undergoing dramatic demographic transitions, affecting especially the education sector. These events will have profound effects in the mid- to long-term. The Georgian student population will shrink dramatically, and the same can be observed from many other ECA countries (as highlighted in the recent World Bank study Skills, Not Just Diplomas, launched in 2011). The strategic agenda for education, including the use of human and financial resources, the choice of curriculum, the quality assurance measures, the attention to both efficiency and relevance, among others, need to be seen through a demographic lens.

115. Projects that support school rationalization need to have strong mitigation measures built into its design. A follow-up lesson to the one above is that education projects that seek to close down schools need to consider the difficulties of rationalizing a school network and should built into projects appropriate mitigation measures to gain support from stakeholders and also avoid hurting certain groups.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/implementing agencies

116. The Borrower's completion report was provided by the Ministry of Education and Science and included in Annex 7. The Borrower's report is consistent with the findings of this ICR. There are no significant differences of views.

(b) Co-financiers

Not Applicable

(c) Other partners and stakeholders

Not Applicable

Annex 1: Project Costs and Financing

(a) Project Cost by Component (in USD Million equivalent)

Components	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
1. Improving the Pedagogical Environment	7.20	5.23	72.64
1 A. Development of National Curriculum and Student Assessment Center	5.58	4.13	74.01
1 B. Development of a Teacher Professional Development System	1.62	1.10	67.90
2. Improving the Physical Learning Environment	13.95	17.09	122.51
3. Project Management, Monitoring and Evaluation	2.58	1.53	59.3
Total Baseline Cost	23.73	23.85	
Total Project Costs	23.73	23.85	
Front-end fee PPF	0.00	0.00	.00
Front-end fee IBRD	0.00	0.00	.00
Total Financing Required	23.73	23.85	100.51

Note: This table reports on the IDA Credit of SDR 10.2 million (US\$ 15 million equivalent), the Japanese PHRD grant (US\$ 4.95 million) and Government funding (US\$ 3.78 million).

(b) Financing

Source of Funds	Type of Co-financing	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Borrower	Budget	3.78	3.06	80.95
International Development Association (IDA)	Credit	15.00	15.84	105.60
JAPAN: Ministry of Finance - PHRD Grants	Grant	4.95	4.95	100.00
		23.73	23.85	100.51

Note: Exchange rate differences account for the variation in IDA Contribution.

Annex 2. Outputs by Component

The Project achieved the following outputs under its components:

Component 1: Improving the Pedagogical Environment (total actual cost US\$ 5.23 million)

This component aimed to support changes in curriculum content, teaching methodology, student assessment, initial teacher education and continued teacher professional development, building on the institutional and policy framework supported by APL 1. By Project completion, this component was considered *Moderately Satisfactory* as it had achieved most of its outputs with modest shortcomings and albeit with some delays.

Subcomponent 1A: National Curriculum and Student Assessment System Development.

National Curriculum Implementation

The Project supported building institutional capacity of the National Curriculum and Assessment Center (NCAC) through financing a wide spectrum of professional development opportunities for the core staff of the Center and creating technical capacity in key domains, such as curriculum reform and national assessments. NCAC was established as a public legal entity under the umbrella of the Ministry of Education and Science in April 2006 by the MES Decree 357 with an institutional mandate to (i) design, pilot and implement national curriculum; (ii) carry out national assessments of student learning achievement; and (c) evaluate the compliance of textbooks with the national curriculum requirements. The NCAC's administrative management system was ISO certified in 2007 to ensure continuous improvement of the Center's procedures.

The curriculum reform process supported by the Project resulted in the staged piloting and nation-wide implementation of the new curriculum in almost all grades (except for grades six in Georgian schools and grades five and six in minority schools) of Georgia's general education institutions throughout 2006-2009. The curriculum implementation process was coupled with the development of new textbooks, translation of the new textbooks into minority languages (Russian, Armenian and Azeri) and training of teachers and school principals. As part of the process, about 25,000 teachers and 2,000 school principals received training around the new curriculum concepts and implementation strategies.

Further changes were introduced to the national curriculum architecture by the Government in 2010. Namely, the following main changes were introduced: (a) the content of study was enhanced by establishing a 60 percent core mandatory curriculum in the body of current Humanities curricula while 80 percent of the same was determined in the case of Sciences; (b) several new subjects were added to the Teaching Plan; (c) the timetable of teaching sciences (each subject – Physics, Chemistry and Biology) was amended at the secondary education level (grade 8 and above); (d) the division of the school year changed from trimester to semester. Despite these changes, the general curriculum framework, philosophy and underlying architecture remains the same as they

were back in 2006. To support implementation of the modified curriculum, the NCAC developed methodological guidelines for all subject groups in grades one to six (Georgian, Mathematics, Natural Sciences, English Language, Music, Sport, Information and Communication Technologies), inclusive education, teaching methodologies for age five students, administrative guide and guide for improving the Physical Learning Environment. The relevant teacher training modules were also designed. About 8,000 teachers and 500 school administrators and members of Education Resource Centers were trained in the summer of 2011 for the implementation of the modified grade one to six curriculum in the academic year 2011-2012.

The NCAC was also responsible for the evaluation and accreditation of school textbooks. Throughout 2005-2007, the Center accredited 167 new textbooks for Georgian schools. Further changes were made by the Government to textbook evaluation system throughout 2010/2011, namely: (a) publishing houses are requested to produce a series of textbooks for grades one to six versus providing textbooks for one grade only; (b) the content of the textbooks/series of textbooks are required to exceed 90 percent of determined barriers of maximum sum points by the evaluation process; (c) in order to prevent abuse of prices, the copyright of all textbooks is determined to be a joint venture between the Ministry and Publishing Houses. In 2011, NCAC approved textbooks for grades 1 to 6.

National Assessments

A National Assessment framework has been put in place and adequate technical capacity for conducting sample-based assessments has been developed within NCAC through the support of experts from CITO and ETS. The Project supported development and implementation of 4th and 9th grade national assessments of student academic achievement in the selected subjects (Georgian Language and Literature and Mathematics). The national assessment in Georgian Language and Literature of grade nine students took place in June 2009 with 5,977 students participating from about 231 schools across Georgia. In June 2010, a national assessment in Mathematics for grade nine students was also conducted. More than 6,000 students participated from 232 schools. Both assessment reports are publicly available through NCAC's website. In 2010-2011, the 4th grade national assessments in the same subjects were also carried out by NCAC and assessment reports finalized.

Supporting Materials

Throughout the Project, a wide-range of support materials were developed and distributed to Georgia's schools to enhance teaching and learning process.

Ten videos, "Student Centered Teaching," were developed by the NCAC to demonstrate effective examples of student focused teaching, active learning methodology, teacher collaboration, assessment and skills needed for inclusive education. These short films were made in Georgian schools to serve as an additional resource to support teachers. A monthly bulletin, "Dialogi," was published by NCAC in which teachers received feedback on questions and issues they faced in every day work. The Center also developed a web-based version of the bulletin. The magazine was provided to all schools free of charge. Selected textbooks and professional literature around teaching profession was translated from English into Georgian to support professional development of teachers. A total of 67 books were translated.

Subcomponent 1B: Professional Development of Teachers

Development of teacher standards including dissemination of teacher materials, organizing workshops and conferences

The Teacher Professional Development Center (TPDC) was established as a public legal entity in July, 2006 (MoES decree No. 714) with a mandate to develop professional standards for teachers, to create teacher registration system, to design teacher certification process, and to support continuous professional development of teachers in Georgia.

The *Professional Standards* as well as *Subject Standards* for teachers have been successfully developed under the Project and adopted by the Ministry of Education and Science in November, 2008 (Decree No. 1014). The standards are easily accessible through the Center's website at www.tpdcenter.org. The standards were elaborated in close consultation with teachers across the country, through meetings and workshops organized by TPDC. The Center also developed *Teachers' Professional Code of Ethics* in close consultation with the NGOs and Consultative Board composed of education stakeholders. In 2010, work was launched for further revisiting teacher standards in order to accommodate changes introduced in the national curriculum framework. In parallel, *Georgian as a Second Language Standard*, *Special Needs Teacher Standard* and *Vocational Teacher Standards* were finalized. *School Principal Standards* were also developed by TPDC with the Project and USAID support. The Center also prepared *Inductee Standards* in 2011.

The development and dissemination of professional materials and resources for teachers was also supported by the Project. Namely, TPDC developed a three-volume manual for teachers including theories of development and learning, teaching and assessment and professional and learning environment. In 2010, TPDC developed and distributed methodological videos on six effective methods of teaching literacy. In 2011, TPDC continued its work on literacy issues and developed the second volume of the methodological video resource "Effective Methods of Reading," which comprises of five additional methods of teaching reading and comprehension. The Center also issued the magazine "The Teacher" covering a wide-range of interesting topics, developments and discussions around the teaching profession. A limited number of education digital resources were also developed for different subject groups: Primary Education, Mathematics, Social Sciences, Natural Sciences, Georgian Language and Literature and Foreign Languages.

Development and implementation of teacher certification process

The new professional standards of teachers and national curriculum provided the basis for the development of the teacher certification process. The Teacher Certification Charter was adopted by decree No. 1101 of the Minister of Education and Science dated December 4, 2009. The Charter defines the administrative procedures and rules for conducting secondary school teacher certification. Amendments were made to the law on Education to define types of teacher certificates to be issued to certified teachers. The law mandates all teachers to be certified by the end of 2014. The first set of teacher certification examinations in Professional Skills and selected subjects (Georgian Language & Literature, Math and Foreign Languages) took place in July 13-23, 2010. The examinations were administered by the National Examination Center in Tbilisi Technical University and 12 other examination centers across the country. A total of 9,906 teachers participated in the process in 2010, out of which 11 percent was certified. In July, 2011, the number of teacher certification examinations was expanded to include Biology, Geography, Physics, Chemistry, History and Civic Education. An additional 23,519 teachers took the examinations in 2011, out of which, 15.4 percent was certified. Throughout 2010-2011, 6.4 percent of the total teaching cohort has been certified. The detailed certification statistics are as follows:

Table A.2 1: Teachers Professional Development

Certification Exam	2010			2011		
	Number of Participating Teachers	Number of Teachers Passing the Exam	Number of Certified Teachers	Number of Participating Teachers	Number of Teachers Passing the Exam	Number of Certified Teachers
Georgian Language & Literature	2,160	768	547	1,988	747	687
Mathematics	1,971	511	298	1,395	474	392
English	999	414	207	1,166	476	337
Russian	1,121	717	240	903	500	274
German	307	107	51	262	116	96
French	81	35	17	57	25	21
History				1,267	508	285
Geography				609	233	116
Civic Education				157	67	46
Physics				413	36	28
Chemistry				521	226	146
Biology				647	347	228
Primary Education (I to IV)				3,014	855	606
Professional Skills	9,905	3,054	1,359	18,263	5,655	3,226

Source: Teachers Professional Development Center, 2011

The Teacher Professional Development Scheme was elaborated by the TPDC in 2011. To be accepted into the scheme, teachers need to be certified through the National Certification exams first. According to the scheme, three teacher categories are defined: (a) Certified Teacher (these will need 21 credits and are automatically granted

certification once passing both certification exams); (b) Teacher of First Category (another 32 credits); (c) Teacher of Highest Category (another 42 credits). To reflect provisions of the new Teacher Professional Development Scheme, an amendment was made to the Law on General Education. According to the change, two options are available for teacher certificate renewal: teachers can apply to the professional development scheme and choose to accumulate professional development credits (by i.e. participating in the conferences and workshops, contributing to textbook development, acting as mentors, etc.) or take the certification exams every eight years.

Development of accreditation mechanisms for both Initial Teacher Education (ITE) and Continued Professional Development (CPD) programs

TPDC developed accreditation guidelines and standards for the teacher continued professional development programs. In 2009, 172 such programs were accredited by the Ministry and provision of teacher in-service training was outsourced to private providers. However, the quality of accredited programs was questioned. In 2010, the function of in-service teacher training provision was placed in TPDC and the state teacher training voucher program to fund training providers was discontinued.

The draft standards for the accreditation of initial teacher education programs were developed by TPDC in close collaboration with the National Education Accreditation Center (NEA), higher education institutions, TUNING program representatives and other foreign experts. Amendments were made to the law on Education in 2009, according to which a teacher pre-service training program was introduced in addition to the existing teacher pre-service preparation academic programs, which includes B.A. and M.A. programs. The new teacher training program duration is one-year and envisages 60 credits.

Establishment of a registration system for teachers, teacher-candidates, and training programs

The Teacher Registration Management Information System was finalized by the TPDC in 2009 incorporating data on all existing teachers of general education institutions in Georgia (currently 71,000). The database was used for teacher registration for certification examinations.

Teacher Induction Pilot Program

The Law on General Education requires all new teachers to go through one year induction period. New teachers are coupled with mentors, an experienced and qualified teacher in the school to support their professional development and learning. With Project's support, the Teacher Induction pilot project was successfully carried out for two subsequent academic years, 2008-2009 and 2009-2010. TPDC has provided training for mentor teachers and inductees, as well as conducted surveys to improve project implementation. In July 2009, the center hosted European Seminar "Mentor Teachers – Innovative Approaches" in the framework of "Pestalotzi Program" with the support of the European Council. Ten Georgian and ten foreign mentors, inductees, education experts and teachers participated in the event. The seminar aimed to discuss ways to further develop an effective induction system for new teachers in Georgia. As part of the pilot, a

draft inductee manual and a mentor's manual were developed. According to TPDC's monitoring data, 90 percent of mentors and 98 percent of novice teachers evaluated the implementation of the program as successful.

Since 2010-2011 the Teacher Induction pilot has been reformed as a state program which comprised 84 mentors and 210 inductees and was implemented in 10 major cities. The state program has been gradually expanding. In 2011-2012 academic year 180 mentors and 496 inductee teachers are involved in the program.

Teacher Voucher Program

In parallel with the state teacher training voucher program implemented in 2009-2010, the Project supported teacher professional development vouchers in two areas: (1) Literacy in Primary Grades and (2) Georgian as a Second Language (GSL). Each voucher covered three credits for the literacy program and six credits for GSL program (one credit amounts to 15 contact hours and has a fixed cost of 50 GEL). The eligible training providers were determined based on the competition for programs in literacy and Georgian as a Second Language. By the end of December, 2010, 2,163 teachers had used the special voucher to finance their chosen training program in Literacy for primary grades. Around 440 teachers of primary grades were trained in 2011. A total of 239 vouchers were given for the GSL program.

Teach for Georgia Pilot Program

Teach for Georgia was designed by TPDC to support schools in remote areas in attracting and retaining qualified teachers in those subject areas for which they had shortage. *Teach for Georgia* was launched in March 2009 with the Project's support. As part of the program, 43 teachers were recruited competitively and sent to public schools in Kvemo Kartli, Kakheti, Dusheti, Samtskhe Javakheti, Adjara, Racha, Lechkumi and Svaneti. According to the monitoring report (2009) for "Teach for Georgia," 79 percent of school principals and teachers, 83 percent of students, 77 percent of parents, and 64 percent of the recruited teachers, have evaluated the program positively. The program was successfully taken over by the Government and continued in 2010 with the state budget support.

Teacher Vacancy Web-page

A teacher vacancy web-site (www.pedagogi.ge) was designed as part of the Project to post regular information on the existing teacher vacancies across the country and support easy access to such information for the teachers.

Teacher Trainings

In line with the policy shifts described above, an important focus of TPDC's work has become the provision of teacher training. Country-wide training in professional skills and core disciplines were carried out in March-May, 2010. A total of 3,591 teachers have been trained in professional skills and about 2,000 teachers in various disciplines this year. The trainings were also provided to about 14, 079 teachers in Information and Communication Technologies.

Component 2: Improving the Physical Learning Environment (total cost US\$ 13.95 million)

This component aimed to improve the physical learning environment in about seven schools in emergency conditions to complement the investments on improving the quality of the pedagogical learning environment. By Project completion, this component was considered *Satisfactory* as it had fully achieved its outputs.

The Project supported the construction of seven new schools in Georgia in parallel with the state program financing the construction of the 31 new schools in emergency conditions. The component was implemented by the Municipal Development Fund (MDF) under the supervision of the Ministry of Education and Science. All seven schools supported by the Project are fully functional and serves a total of about 3,066 students. The furniture and equipment for the schools as well as access to utilities was provided by the Government in a timely manner. The new schools have modern classrooms tailored for interactive teaching and learning, libraries, well equipped gyms and recreation zones for meetings, group work and discussions, access for children and adults with disabilities, and other provisions to ensure inclusive education. The detailed list of project supported schools is as follows:

Table A.2 2: Schools Financed by IDA

	School Name	Location	Number of Students
1	Borjomi No.3 Public School	Borjomi, Samtske Javakheti Region	935
2	Village Tadzrisi Public School	Borjomi, Samtske-Javakheti Region	305
3	Village Chkhari Public School	Terjola District, Imereti Region	232
4	Village Digomi Public School	Tbilisi	751
5	Village Vaziani Public School	Gardabani District, Kvemo Kartli Region	170
6	Village Jugaani Public School	Signagi District, Kakheti Region	269
7	Village Gavazi Public School	Kvareli District, Kakheti Region	404

Source: Project Progress Reports, 2007-2011

The Project also supported elaboration of the manual “Improving Schools’ Physical Learning Environment” to support the development of new approach to maintenance policy, planning and management in schools. The manual was published by the Ministry of Education and Science in May 2008 and distributed to all schools. The Project financed training in school maintenance policy for all Education Resource Centers, which eventually trained schools under their jurisdiction. In 2010, the Project also supported development of HR management manual for schools and the manual for School Sanitation Maintenance. Training modules were prepared on the basis of these documents. About 500 school principals were trained in August, 2011.

Component 3: Project Management (total cost US\$ 2.58 million)

This component was designed to provide institutional support to the Ministry of Education and Science, the Project Coordination Unit, the Municipal Development Fund, the National Curriculum and Assessment Center and the Teacher Professional

Development Center. By Project completion, the achievements of this component were considered *Moderately Satisfactory*.

The Ministry of Education and Science was responsible for overseeing the project implementation. The project was implemented by the three autonomous institutions, namely, the component one was implemented by the Teacher Professional Development Center and the National Curriculum and Assessment Center. The component two of the project was carried out by the Municipal Development Fund.

Annex 3. Economic and Financial Analysis

An economic and financial analysis was not carried out for this ICR.

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending			
Margaret Carter	Consultant	SARRM	Technical support
Maria E. Gracheva	Senior Operations Officer	SASHN	Operations support
Kari L. Hurt	Senior Operations Officer	ECSH1	Operations support
Nino Kutateladze	Operations Officer	ECSH2	Operations support
Nicole L. La Borde	Office Manager	MNSHD	Processing
Anahit Poghosyan	Office Manager	ECSHD	Processing
Aleksandra Posarac	Lead Human Development Economist	HDNSP	Economic analysis
Eluned Schweitzer	Consultant	HDNED	Education expert
Karl Skansing	Consultant	AFTSP	Education expert
Rosita Maria Van Meel	Sr. Education Spec.	ECSH2	Task team leader
Arman Vatyan	Sr. Financial Management Specialist	ECSO3	Financial Management

Supervision/ICR

Diego Angel-Urdinola	Senior Economist	MNSSP	Economic analysis
Gustaaf F. Brest van Kempen	Consultant	ECSHD	Technical expertise
Gurandukht Elashvili	Buyer	GSDPR	Technical expertise
Olena Fadyeyeva	Senior Operations Officer	ECACA	Operations support
Ahmet Gokce	Consultant	ECSO2	Technical expertise
Tamar Gotsadze	Health Specialist	ECSHD	Technical expertise
Richard R. Hopper	Senior Education Specialist	ECSH2	Task team leader
Elene Imnadze	Sr. Public Sector Spec.	ECSP4	Technical support
Darejan Kapanadze	Sr. Environmental Spec.	ECSS3	Env. Safeguard
Nino Kutateladze	Operations Officer	ECSH2	Task team leader
Nicole L. La Borde	Office Manager	MNSHD	Overall guidance
Carmen F. Laurente	Senior Program Assistant	ECSHD	Processing
Karina Mostipan	Senior Procurement Specialist	ECSO2	Procurement
Sujani Eli	Program Assistant	ECSHD	Processing
Meskerem Mulatu	Country Sector Coordinator	ECSH2	Overall guidance
Svetlana Georgieva Raykova	Operations Analyst	CMEPP	Operations support
Jesus Renzoli	Consultant	ECSO2	Education expert
Jamil Salmi	Lead Education Specialist	HDNED	Education expert
Karl Skansing	Consultant	AFTSP	Education expert
Arman Vatyan	Sr. Financial Management Specialist	ECSO3	Financial management
Gentjana Sula	Operations Officer/ICR Task Team Leader	ECSH2	ICR team leader

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY06	45.67	224.86
FY07	21.99	78.21
Total:	67.66	303.07
Supervision/ICR		
FY07	13.1	25.50
FY08	28.52	67.41
FY09	43.14	105.70
FY10	57.12	133.37
FY11	54.52	109.13
FY12	14.07	20.00
Total:	210.47	461.11

Annex 5. Beneficiary Survey Results

A beneficiary survey was not carried out for this ICR.

Annex 6. Stakeholder Workshop Report and Results

A stakeholder workshop was not carried out for this ICR.

Annex 7. Summary of Borrower's ICR

IMPLEMENTATION COMPLETION REPORT (ICR) EDUCATION SYSTEM REALIGNMENT AND STRENGTHENING PROJECT APL 2: IDA Credit 42460 and PHRD TF057515

I. Background Information and Project summary

1. Government of Georgia envisages education as a pillar for the state progress (as reflected in the Economic Development and Poverty Reduction Support Program (PRSP) and reinforces programs and initiatives to reform the field. Since 2004 Government has launched intensive and comprehensive reforms in general, higher and vocational education.
2. To support reform initiatives the World Bank and the Government of Georgia have signed the agreement to allocate long-term credit for Education System Realignment and Strengthening Program. The first phase of the Adaptable Program Loan (APL#1) was launched in 2001 and its broad goals were to improve the quality and relevance of general secondary students learning outcomes to better prepare them to meet the demands of the market economy and the democratic society. The first phase of the Program was planned to support 1) the development of the policy and institutional framework required for an effective realignment of the system objectives, and 2) development of capacity to meet those new objectives and manage physical, financial and human resources more equitably, efficiently and effectively.
3. The APL #1 supported the Government's aim to introduce a broad agenda for change and to address structural, quality and financing reforms which have been institutionalized into new legislation. These efforts comprise development of a new national curriculum framework as well as subject curricula for grades 1 to 12.
4. The Development Objective of APL #2 was to enhance the policy elaborated within APL#1, increase the quality and efficiency of primary and secondary education in Georgia through the implementation of the institutional and policy framework developed under APL #1, as well as the reconstruction of schools in dire physical conditions.
5. The Financing Agreement between Georgia and International Development Association (IDA) (#4246 GE) was signed on November 17, 2006, and the Georgian Parliament ratified on December 27, 2006. The Financing Agreement became effective on January 30, 2007. The Project Implementation Period was expected to be three years (2006-2009), however, at the request of the Ministry of Finance of Georgia (MoF) the project was extended until August 31, 2011.

II. Objective, Design, Implementation and Operational Experience

6. The project emerged to address the pressing need to realign Georgian education system. The objective of the project was to improve the quality and relevance of learning outcomes of primary and general secondary students to better prepare them to meet the demands of market economy and democratic society.

7. The project was designed to be implemented in three phases. The first phase of the program, now complete, began to develop the policy and institutional framework required for an effective realignment of the system, develop its capacity to meet those new objectives and manage its physical, financial and human resources equitably, efficiently and effectively.

APL #2 included three main components:

8. Improving the Pedagogical Environment (total cost US\$ 7.20 million). The objective of this component is to support changes in curriculum content, teaching methodology, student assessment, initial teacher education and continued teacher professional development, building on the institutional and policy frameworks supported by APL #1.

9. The component comprised of two subcomponents: Subcomponent 1A: National Curriculum and Student Assessment System Development (total cost US\$ 3,850 million) – subcomponent coordinated by the National Curriculum and Assessment Center (NCAC) and Subcomponent 1B: Professional Development of Teachers (total cost US\$ 1.1 million) implemented by the National Center of Teacher Professional Development (TPDC). The objective of this subcomponent was to improve teacher qualifications through the establishment and implementation of a teacher professional development system by TPDC, founded in August 2006. This subcomponent was aimed to develop the capacity of the TPDC in terms of the managerial and technical capacity of the staff; develop standards for teachers including the dissemination of materials, and organizing of workshops and conferences; develop and conduct certification for both the existing and the future teaching force; develop accreditation mechanisms for both ITE and CPD programs; and establish a registration system for teachers, teacher-candidates, and training programs. For these purposes, the project (including financing from the Government, Credit and Grant) financed technical assistance; training; publication and dissemination of materials; a limited amount of goods and works; and the operations of the TPDC. The Ministry of Education and Science of Georgia (MES) was responsible for the policy decisions and overall monitoring and evaluation of the TPDC; and the TPDC was responsible for the implementation of the TPDC program.

10. Improving the Physical Learning Environment (total cost US\$ 13.95 million) was aimed at improving physical learning environment in about eight schools in emergency conditions to complement investments on improving quality of the pedagogical learning environment. The component was implemented by the Municipal Development Fund (MDF) and coordinated by MES.

11. Project Management (total cost of US\$ 2.58 million). The objective of the component was to provide institutional support to MES, PCU, MDF, NCAC and TPDC related to the operations, audits, project monitoring and evaluation.

Component 1: Improving the Pedagogical Environment

Subcomponent 1A: National Curriculum and Student Assessment System Development

12. The component carried out piloting and implementation of the new curriculum designed as part of phase one of the project in all grades (except for grade six) across the country including in minority schools.

13. The project was launched in 2007: one of the key activities of the project was piloting and implementation of the National Curriculum gradually in all grades across the country including minority schools. For 2007-2008 and 2008-2009 academic years National Curriculum was implemented in all grades except 6. The minority schools were one year behind in implementing the curriculum, because of the need for the translation of the textbooks into their languages –Russian, Armenian and Azerbaijan.

14. Since 2007 for successful implementation of National Curriculum NCAC conducted curriculum-based trainings for teachers and school principals. At the end of 2009 about more than 90% of schools was teaching with new curriculum except 6th grade of Georgian schools and except 5th and 6th grades of minority schools.

15. About more than 60% of teachers received trainings in a new system of formative assessment of student; more than 60% of newly elected principals were trained throughout of Georgia. The purpose of the trainings was popularization of the National Curriculum among the society and professional development of the newly elected directors. Totally, approximately 25 000 teachers were involved in training-courses.

16. The national curriculum for 2011-2016 was further amended at the end of 2009 and during 2010 on the basis of full revision of original version and will be introduced in primary grades (1 to 6) for 2011-2016 academic year. It has been modified with the goal of reaching further enhanced, modernized and output oriented education system. New national curriculum with the possibilities for sustainable system and strategic development will ensure flexibility of educational process, relevance to modern challenges and acquiring high-quality education.

17. About 150 experts participated in revision of the National Curriculum: representatives of various academic circles, higher education institutions and public school teachers and psychologists along with NCAC experts.

18. Each subject program was discussed by the Methodic Council. Each subject program was reviewed before approval. Following changes were made In New National Curriculum - 2011-2016:

- Structure of the document was changed and was brought in compliance with the structure of normative document. It includes five parts, each of which includes chapters, articles, paragraphs and subparagraphs;
- All subject programs, outcomes and indicators were revised;

- Mandatory topics were defined in the content of subject curricula that represent 60%-80% of the content depending on the subject specifics, identifying mandatory topics to support stability of the educational process;
- Due to the school entrance age reduced to 5 years, some changes were made to 1st grade subject curricula outcomes and indicators. Additionally, national curriculum provides special instructions and recommendations for 1st grade teachers;
- In line with the amendment to “Law on General Education”, National curriculum defined specific issues regarding functioning of schools with different status;
- Academic assessment system was modified in the following ways:
 - Students’ academic success is assessed according to five levels instead of four;
 - Grade completion minimum was established;
 - Assessment regulations in case of student absences with different reasons were improved.
- Curriculum was developed for Abkhazian Language and Literature;
- New mandatory subjects were introduced: Information and Communication Technologies in I, V and VI grades; English language (the first foreign language from the I grade); Civil Protection and Security/life-skills (one semester modules for IV, VIII and XII grades).
- National curriculum includes a plan for introducing new subjects that were piloted in 2010-2011 (“World culture”, “Georgian dance” and other).
- Changes was made to organizing teaching of natural sciences:
 - In 7th grade, before students start studying separate natural science subjects as independent disciplines, a special subject “Fundamentals of natural sciences” are taught.
 - All three natural science subjects (biology, physics and chemistry) will be taught concurrently from 8th grade for 4 years (will be implemented from 2012-2013 academic year);
 - The main component – research – was defined in natural sciences.
- Organization system for elective subject was changed: instead of choosing subject from XI and XII grades, students can choose elective subjects from X grade. New National Curriculum offers about 40 elective subjects. The number of elective courses has been increased with the goal to respond adequately to diverse interests and requirements of individual students. By personally selecting desired subjects, students will be given an opportunity to develop a clearer vision of his/her interests and future profession.

19. New National Curriculum will be translated into Russian, Armenian and Azerbaijan languages.

20. Prior to the above changes, for 2010-2011 academic year, modifications were made to the first edition of National Curriculum: Academic year was divided into semesters; Particular changes were made in the student assessment system; Curriculum for new subjects was prepared and started piloting process: Information and Communication Technologies; Civil Protection and Security; World Culture, Georgian Dance and Curriculum for English language for the first grade. Lessons of physical

education were replaced by sports lessons; “Abituri” Hours were added to 12th grade curriculum matrix, school diploma exams programs were prepared.

21. In 2010, Program of the hours of head of classes for I-IV grade students was developed and about 200 heads of classes from Tbilisi and all other regions of Georgia were trained. In 2011, Program of the hours of head of classes for V-IX grade students was developed. Training modules preparation is underway.

22. Introduction of National Curriculum: Introduction of National Curriculum for 2011-2016 is very important phase for improving teaching and learning process in general educational institutions of Georgia National Curriculum introduction program was prepared, where detailed implementation time frame and additional activities were outlined.

23. New national curriculum is going to be introduced in general education schools in Georgia in 2011-2012 academic year for primary level (I-VI grades) and in 2012-2013 academic year for basic and secondary levels (VII-XII grades). In parallel with the implementation process, researches will be carried out. It will provide basis to analyze and improve learning process, to plan relevant activities and lay base for further improvement of National Curriculum.

24. As part of the project, throughout 2011, the Ministry launched preparation process for the introduction of the revised curriculum for primary grades:

- Methodological guides were prepared for all subjects groups in grades I-VI: Georgian, Mathematics, Natural Sciences, English Language, "Chveni Saqartvelo" (Our Georgia), inclusive education, teaching methodologies of five-year old students, administrative guide and guide for Improving Physical Learning Environment for schools' administrations;
- Training-modules was prepared for teachers;
- In 2011, during July-August about 8000 teachers, 500 public schools' administrations and resource-centers were trained according to methodological guidelines.

25. Textbook Evaluation: According to the Georgian legislation, introduction of new curriculum is accompanied by the development of new textbooks. In 2010 National Curriculum and Assessment Center made changes in regulations of textbook approval and in 2010 process of textbook approval was conducted pursuant to new regulations.

26. In 2011 February NCAC developed new procedures and approaches of textbook approval. Because of introduction new curriculum in I-VI grade, the NCAC announced open competition of Textbooks for I-VI grades for 2011-2012 academic year. The textbooks were evaluated according to the criteria and technical parameters: 40 content and 10 technical criteria.

27. The textbooks of each grade are approved for 5-6 years. The textbooks are in compliance with the requirements of new National Curriculum and help to achieve results set by subject standards; are written in accordance with modern literally language norms

and meet the peculiarities of the different age categories (content, illustrations, maps, audio-video resources, activities).

28. For the new regulations for textbook approval procedure the following must be emphasized: publishers – legal entities as well as authors – individuals are eligible to apply.

29. According to the new rules in the series of represented textbooks, each grade textbook should be based on the previous one and develop it. The technical parameters of textbook approval have also been identified: the size of textbooks, quality of paper, and size of script. Textbook/series of textbook should get over 90% (content) of determined barriers of maximum sum points in order to ensure high quality of textbooks.

30. In 2011 NCAC will announce new textbook competition for mandatory and elective subjects on basic and secondary stages. This process will be finished in 2012.

31. National Assessment: NCAC elaborated the system of National Assessment. It means the elaboration of the framework and instrument of the assessment, establishment of the assessment group within the NCAC. For this purpose, the NCAC collaborated with the Dutch organization CITO (International - Institute for Educational Measurement) for several years and with USA based organization “ETS Global Institute.”

32. National Assessment is a wide scale research with a goal to assess the quality of general education in the country, predict components of educational process based on data and plan activities aimed at improvement of educational process considering the problems revealed by research.

33. As a diagnostic research, national assessment is based on national curriculum, while the latter is based on general education national goals.

34. Study outcomes have a crucial importance for improving national curriculum, assessing student progress in the country, developing recommendations for teachers, students, school principals and textbook authors. Research outcomes provide a scientific basis for planning general education policy.

35. On June 4, 2009 NCAC conducted National Assessment in Georgian Language and Literature in IX grade; In total 5 977 9th graders of 231 schools from 12 regions (64 district) of Georgia participated in the national assessment of Georgian language. The final report was prepared where the quantitative and qualitative analyses are presented as well as the recommendations for all stakeholders. In April 2010, NCAC made presentation about the assessment outcomes for teachers and experts who participated in test creation and data analysis process at different stages. Presentation was held in Tbilisi, Telavi, Kutaisi and Batumi for teachers and academia, professors, school teachers and education experts. Totally, more than 300 teachers and experts attended.

36. In 2010 National Assessment in Mathematics in IX grade was conducted. About 6000 students from 232 schools of Georgia participated in the assessment. NCAC held presentations about the assessment outcomes in Telavi, Zugdidi and Batumi for teachers and education experts. The aim of such meetings is not only to introduce assessment outcomes, but to listen to teachers' opinions, notes, that will be duly reflected in National

Curriculum. In 2011 NCAC conducted National Assessment in Mathematics and Georgian in IV grade. Data is processed currently.

37. Schools Physical Environment Maintenance Policy Training: The main goal of the Component is the improvement of the physical learning environment of Public Schools in Georgia.

38. In 2007 School Physical Environment Maintenance Manual was elaborated and published. All resource centers were trained according to the manual. After this, they delivered the similar trainings to school principals of their districts.

39. In 2010 the following draft manuals were elaborated under the project:

- HR management
- Manual for School Sanitation Maintenance

40. At the end of the second phase, on the basis of elaborated document, school maintenance manual was edited and adopted to the needs of Georgian public schools, training modules were prepared. About 500 Directors/Representatives of schools of Georgia were trained according to them in August, 2011.

41. Project for the translation of professional literature for teachers: NCAC translated professional literature from English into Georgian aimed at Teacher development. It covers different topics and directions such as: teaching strategies, performance assessment, classroom management strategies, discipline in the classroom, second language acquisition and other topics. In total 67 books were translated.

Subcomponent 1B: Professional Development of Teachers

42. Within the scope of the APL #2 project Subcomponent 1B., Professional Development of Teachers TPDC has planned and implemented the myriads of activities and initiatives to enhance the professional development of teachers.

43. Teacher certification and Teacher Professional Development Financial Support Program: Teacher certification is a tool for the state to recognize teachers' qualification and support teachers' professional development. According to APL#2 End-of-program indicators, it was initially planned to have 5% of teachers certified countrywide in 2008, while 20% were supposed to be certified by 2009. The implementation of the certification process was not launched until 2010 due to a range of substantial reasons. One of the main arguments for the postponement was lack of state-assisted Teacher Professional Development Programs. Therefore, the MES aimed to form strong system for short-term and long-term TPD programs. Consequently, implementation of the teacher professional development (TPD) voucher financing program started in 2009. This program gave an opportunity to teachers to self-assess their background, select teacher professional development accredited program(s) in accordance to their needs and interests and attend the courses in the total amount of 4 credits free of charge. Two credits from the total of four were meant for trainings in a respective subject area, while the other two credits were for financing the professional skills development programs. Depending on the professional needs, teachers were allowed to use all four credits for getting the training only in subject area or professional skills development. Teacher Professional Development Center entered into an agreement with 19 implementing service providers

with their accredited TPD programs. All of these service providers offer 138 training modules in total. At the planning stage, one of the serious concerns was the inclusion of all regions of Georgia by teacher professional development programs, especially the mountainous regions of Georgia. Several meetings had been arranged with the service providers to determine their outreach before signing the agreement. Identification of the outreach capacity allowed a wider distribution of TPD programs. Consequently, trainings had been organized in all regions of Georgia. By the end of the year 2010 more than 20 000 teachers have participated in the professional development programs.

44. In 2011, based on the results of the monitoring of the quality of trainings carried out by the private provider companies, it was decided to pause the voucher financing program. Due to formation of a new administrative structure within TPDC, department of Certification and Teacher trainings, teacher professional development training programs have been in-sourced within TPDC. Department was assigned to conduct not only subject-based trainings in Math, Georgian Language and Literature, Physics, Chemistry, Biology, Geography, History, Russian, English, but also in trainings for primary grades teachers and programs for Professional development skills.

45. In addition to the TPD training programs, MES has devoted much attention to the improvement of the legislative base for the certification process, as it was expected that certification regulations reflect the Georgian realities and the goals and procedures set under the regulations are achievable by the majority of teachers.

46. In 2009 the Center made significant steps towards the development of the certification regulations. Draft version of the certification statute had been developed after a number of certification models had been reviewed and analyzed, as well as based on the consultations of foreign experts and research findings. It was also essential that the educational specialists were actively involved in the process of refining the statute. For that purpose, the workshops were organized with the representatives of the National Curriculum and Assessment Center as well as National Examinations Center. In addition to that, field visits had been organized to all regions of Georgia.

47. Teacher certification statute had been approved on December 4, 2009. The statute stipulates the rules and procedures for acquiring and renewing teacher certificates. The first certification exams were carried out in July, 2010. More than 23,000 teachers had registered for the second teacher certification exams in summer 2011. The certification system is fully functional and certification process will be continued in the years to come. According to Georgian legislation, all teachers should be certified by 2014.

48. In addition to the certification process, the National Center for Teacher Professional Development (TPDC) has elaborated Teacher Professional Development Framework, which is aimed to facilitate formation of the system for teacher career growth. The teacher professional development scheme was finalized in 2011. Simultaneously, TPDC has launched school principal certification process in 2011.

49. *Teacher Standards:* Teacher professional standard in Georgia was first developed and introduced in 2008. This document represents the set of professional knowledge, pedagogical skills and responsibilities, which shall be met by all teachers. In 2009 Teachers Professional Standard was translated in Russian, Armenian and Azerbaijani

languages and distributed to respective schools, Educational Resource Centers and other interested stakeholders. In 2010 the school principal standard has been completed and in May, 2011 the final version of teacher induction standard has been worked out.

50. *Initial Teacher Education Programs:* According to the amendments to the Law on Higher Education (2009) new Initial Teacher Training Program had been introduced aside of Bachelor and Master academic teacher education programs. According to the law “Initial Teacher Training Program offers 60 credits and is delivered for no less than one academic year”.

51. Teacher Professional Development Center developed the standard for the Initial Teacher Training Programs, which will be used as a guide both for setting up respective programs and their accreditation. The standard will clearly define the main criteria for assessing quality of such programs as well as the targets that have to necessarily be satisfied in order to obtain the accreditation. For this purpose, TPDC collaborated with the National Accreditation Center, target universities, the TUNING program specialists and the international expert. In addition, special trainings and consultations will be held for target universities and accreditation experts. It was estimated that for 2011-12 academic year several universities would offer accredited programs to students interested in entering a teaching profession.

52. *Novice Teacher Induction:* According to the law on General Education, after receiving a relevant academic qualification, a teacher shall go through an induction period and pass a teacher certification exam to ensure that his/her knowledge and skills are compatible with the teachers’ professional standard. Under the Georgian law on General Education, an inductee is a person, who teaches temporarily at a comprehensive school in order to acquire a teacher’s status. Teacher’s professional success very much relies on the experience gained in the first years of work at school. In addition, during the first years of teaching, a teacher faces a widest range of challenges. That is why it is important that the new, young teachers get the help of experienced, highly qualified teachers, mentors. A mentor is a qualified and experienced teacher, who expresses readiness to assist an inductee in developing pedagogical skills, demonstrating abilities and obtaining positive experience. Apart from that, an induction program helps the teachers to professionally connect with their peers.

53. In 2008-2009 and 2009-2010 academic years, through TPDC initiative, two-year pilot project of teacher probation was implemented. The goals of the project are:

- to regulate the process of entering teacher’s profession, as well as establish and develop legislative and institutional base for the probation system;
- to support inductee/beginner teacher’s professional development and employment;
- to popularize teaching profession;
- to utilize authority, knowledge and skills of experienced teachers.

54. Within the pilot teacher probation project, 100 inductees and 58 mentors were selected through a competition in 36 different districts in Georgia, including 2 public schools in the rural areas. The first stage of the project was implemented in 2008-2009.

28 mentors (from 24 Tbilisi and regional schools) and 48 inductees participated in it. In order to improve the efficiency of the project, mentors and the inductees were trained, school visits and participant opinion polls.

55. Due to successful implementation of a pilot program, the novice teachers' induction program has been approved as a state program in 2010. Currently 142 mentors and 212 inductees in 6 regions of the country are involved in the program.

56. Teacher Training in Information and Communication Technologies: To ensure a learning environment that is compatible with modern standards and requirements, it is necessary to deliver training programs for teachers in modern technologies. The main goal of the trainings is to equip the teachers with practical skills on how to integrate the ICT in everyday teaching. The goals of the program are:

- to improve teacher qualification through trainings in Information and Communication technologies;
- to improve the learning environment through creation and application of Georgian educational and electronic resources.

57. To achieve these goals, the following trainings had been developed and organized: Basic training in information and communication technologies as well as the second level trainings: “Integrating Information and Communication Technologies in the teaching process” and Schools trainings in information management system. Since 2009, a total of 5126 teachers attended trainings for the basic level, whereas 6657 teachers attended second level trainings. By the end of 2011 it is planned to have a total of 7422 teachers trained on basic level and 14300 teachers – on the second level.

58. Teacher Registration Management Information System: According to the Georgian Law on “General Education”, in 2008-2009 the Teacher Professional Development Center developed and introduced web technology based Teacher Registration Management Information System, which records information about registered teachers’ personal identification, qualification, professional development, among other topics.

59. Successful implementation of the state programs in terms of teacher insurance, improvement of social status or qualifications, teacher certification system and other relevant factors requires accurate and updated information about the teachers currently employed at schools or qualified specialists who are willing to become teachers.

60. Teacher registration management information system is one of the unprecedented projects. It allows all Education Resource Centers (ERC), public schools and registered teachers to enter search or update data in the system via internet. Entering certain part of information will be the responsibility of the schools, while the information about a teacher’s certification will be provided by the National Examination Center; Data on teacher’s professional development will be contributed by the accredited programs, who issue certificates. Each educator will have an opportunity to check personal data and make updates and additions as needed using the school computer lab or the Education Resource Center. Therefore, the system will offer teachers simple and convenient form of registration for the certification exams.

61. The system can automatically generate registered teachers' resumes, which then can be printed. The system also includes several forms of analytical reports, which allows users to see statistical or analytical information from different viewpoints, e.g., number and distribution of teachers according to different categories (region, district, age, sex, subject and etc); the system can generate report sorting the teachers by the accredited training courses they have attended.

62. The registration system will help the Teacher Professional Development Center to determine the number of teachers entering the profession, identify what are the challenges that teachers are facing in different regions of the country and plan the interventions accordingly.

63. **Inclusive Education at Teacher Professional Development Center:** The Center started to work on the Inclusive Education issues in July 2009. The need for initiating this direction was based on the fact that for the last several years, the process of introducing inclusive education is being actively promoted in Georgia and children with special needs are enrolled in regular comprehensive schools. Unfortunately, the number of schools that are equipped with such facilities and human resources that are indispensable for supporting the special needs of children is very limited. Boarding schools in Georgia are facing a lot of challenges, which is reflected in both the quality of life of children with special needs and their education.

64. The main goal of this direction is to support/promote establishment of inclusive education in Georgia. Specifically (1) developing the standards for Special Education Teachers; (2) supporting the increase in knowledge and skills of teachers at public schools about inclusive education; (3) supporting the establishment of public schools specializing in the special needs education.

65. *Teach for Georgia:* Many schools in the rural and mountainous regions of Georgia are in a difficult situation in which they are unable to find and maintain qualified staff. Current statistical data verify that 14% of the teachers have not received higher education. Therefore, in many cases, pedagogues who are not specialists of the subject they teach, conduct the educational process. In some remote regions, schools even cannot find teachers for certain subject areas. Positions posted on the web portal created by the Teachers Professional Development Center for teachers' vacancy announcements (www.pedagogi.ge) are unfilled for months; this also attest the challenges in teacher recruitment.

66. Existing situation leads to the decline of the quality of learning. The situation is especially challenging in the mountainous regions. According to the survey about the necessary and expected number of teachers, the biggest deficit in teacher numbers were shown in the districts of Mestia, Kazbegi, Dusheti, Tsalka, Dmanisi, Tetrtskaro, Khulo and Shuakhevi, Akhalkalaki, Borjomi, Oni, Dedoflists-karo. Number of teachers in these districts is currently 30-60% lower than needed.

67. The main goal of the project is to attract and maintain qualified staff in the schools with staffing challenges; this should eventually lead to the improvement of quality in teaching and learning. Apart from that, the project also supports popularization of the teaching profession; incentivizing qualified specialists to engage in teaching

profession and involvement of energetic and motivated young professionals in learning process. Currently, 66 consultant-teachers, who attended intensive trainings in pedagogical skills and ICT are involved in the program.

68. *Providing Supplementary Resources for Teachers:* The main goal for this direction is to create, translate, prepare and distribute educational books and other supplementary resources to teachers which will help them to effectively run the learning process. The first step made in this direction was the development of supplementary three-volume manual for teachers which are: 1. theories of development and learning; 2. Teaching and assessment; 3. Professional and learning environment). This manual is based on the Teacher Professional Standard and contains issues, which are combined in teacher professional standard and are relatively new for teachers.

69. In compliance with the requirements set in the Teacher Professional Standard, the Center continued to develop additional resources for teachers after publishing the above book. In 2009 several textbooks written by the international educational organizations were translated and distributed to schools there. All of the manuals are based on the findings of international research and analysis of teacher's professional experience.

70. In 2010, TPDC has developed, produced and distributed the first ever methodical videos on 6 effective methods of reading.

71. In addition to professional manuals and textbooks, TPDC publishes a Teacher Magazine-a professional magazine which provides teachers with the practical information on modern methods of teaching and ways to apply them in the classroom, reforms and news in the education sector and etc. The magazine is distributed free of charge to all schools and educational resource centers and in 2011 its subscribers reached as much as 13,000.

III. Achievement of Project Objectives and Rating of Key Performance Indicators

72. The final objective of the project was to effectively realign the system objectives and the policy and management capacity to improve the quality and relevance of learning outcomes and better prepare students to meet the demands of a market economy and democratic society. The end-of-program Indicator were the following:

Quality

(a) By 2008 5% and by 2009 20% of teachers of primary and general education are certified according to new standards

Moderately Satisfactory: The first Teacher Certification exams were implemented by NAEC on July 13-23, 2010. More than 13,000 teachers registered to participate in the exams; the turnout was about 10,000 teachers. Based on the official results disseminated by the MES and NAEC both exams (professional skills and subject exams) were taken by 6075 teachers out of which 11 percent – 1359 teachers have actually passed the exams and received the status of a certified teacher, which is approximately 2% of total teacher population. Further exams in professional skills, primary school level teachers, History,

Chemistry, Biology, Civil Education, Physics, Georgian Language and Literature, Geography, Mathematics, Foreign Languages (German, French, English and Russian) are envisioned for the summer, 2011. Total of 23554 teachers have been registered for the exams in 2011 year.

(b) Average results of teachers' participation in teacher certification tests (Math, Foreign Languages, Georgian Language and Literature

Moderately satisfactory: 50 percent of teachers have taken only one exam, out of which minimum qualifying score was received by 729 teachers in Georgian Language, 467 teachers in Math, 1273 teachers in foreign languages and 3054 teachers in professional skills. Exams in the above mentioned subjects are forthcoming for the summer 2011.

(c) Percentage of teachers certified according to new standards

Moderately satisfactory: Due to late implementation of the certification process, from 6075 who took certification tests, only 11 percent – 1359 teachers have actually passed the exams and received the status of a certified teacher, which is approximately 2% of total teacher population.

(d) Number/Share of ITE programs accredited

Moderately Satisfactory: 0% of accredited ITE programs so far. Although the legislative base has been prepared for the purpose and ITE programs statute has been elaborated. The accreditation process of the ITE programs is going to start in the nearest future.

(e) Percentage of children currently studying in the 38 schools identified as in emergency conditions (including the 7 schools to be reconstructed by IDA) will be in safe and improved learning environments; the 2006 baseline is 30 percent and the target by 2009 is 100 percent.

Satisfactory: IDA-financed schools were fully constructed and are fully operational as planned. Out 31 schools supported by the Government, 29 were fully rehabilitated and 3 are in the process of rehabilitation currently.

Efficiency:

(f) Percentage of schools having autonomy in managing resources related to teaching and learning process through the per capita financing as the sole source of public funding and accountable to the appropriate authorities for the use of those resources. The 2006 baseline is 75% and the target by 2009 is 100 percent.

Satisfactory: this indicator is fully met. All public schools are totally autonomous in leading teaching and learning process, including financial resources.

(g) The national average pupil/teacher ratio: the 2006 baseline is 12/1 and the target by 2009 is 16/1, with specific ratios for urban, rural and mountain areas prepared.

Unsatisfactory: as of today, this ratio is 10/1.

(h) Percent of schools in charge of maintenance budget and staff adequately trained; the 2006 baseline is 0 percent the target by 2009 is 100 percent.

Satisfactory: this indicator is fully met.

(i) Regulatory framework in place which shall clearly delineate between local and national Government's responsibilities for school maintenance and capital repair; baseline 2006 is no regulatory framework, and the target is to have this framework in place by July 2008.

Satisfactory: legislative framework has been developed and amended.

Future Operation of the Project and Lessons Learned

- a) NCAC – will continue working in the following directions:
- Institutional development
 - Continuous education – from pre-school education to life-long learning principles
 - Implementation of New National Curriculum:
 - In 2011-2012 academic year - it will be implemented in All Georgian Schools for I-VI grades.
 - In 2012-2013 academic year - in All Non-Georgian Schools for I-VI grades.
 - In 2012-2013 academic year - in All Georgian Schools for VII-XII grades.
 - In 2013-2014 academic year - in All Non-Georgian Schools for VII-XII grades.

For 2013 all schools of Georgia will study according to the New National Curriculum

- Elaboration of Educational portal for Curriculum
- Elaboration of methodological guidelines for all subject groups (VII-XII)
- Conducting curriculum-based trainings at basic and secondary levels.
- Carrying out researches on Curriculum implementation, permanent analysis and monitoring
- Textbook policy
- Designing educational terminology in general and subject oriented content
- Preparing the classifier for additional teaching materials

b) National Center of Teacher Professional Development (TPDC) aims not only to maintain operation of ongoing programs and retain achieved goals, but also has a strong capacity to strengthen existing statute and plans to expand scope of its activities. MES in coordination with TPDC plans to create network of so called Teacher's Houses. With a goal of further supporting teacher professional development, Teacher's Houses will be opened in Tbilisi and in about 4 more cities of Georgia. From 2011 Educators, teachers and school principals will meet one another at the Teacher's House and exchange information related to the learning process. There teachers will be able to receive advice on professional development, plan their career, improve skills and knowledge in particular subject. The Teacher's House will host conferences and workshops, meetings

with Georgian and foreign experts and open lesson. At the same time, teachers will have a possibility of sharing experience with his/her colleagues, mastering the latest technologies used in the learning process and modern methods of teaching.

Functions of the Teacher's House are as follows:

- Providing consultations to the teachers and school principals on issues related to professional development;
- Cooperation with universities;
- Announcement and financing various competitions
- Training of provider companies
- Sharing of the knowledge and experiences gained as a result of trainings and workshops with colleagues;
- Dissemination of the information on methodological or technological innovations and their introduction to schools;
- Rendering support in establishing contacts with the relevant professional associations of different countries;
- Allocation of the required space and resources to provider companies and stakeholders to organize trainings.

Teachers will have exclusive access to the following services:

- Professional and general trainings for teachers;
- Arranging on-line and international workshops and conferences in Pedagogy;
- Supporting teachers internship abroad;
- Organizing presentations on professional researches conducted by a group of teachers or students;
- Organizing presentations and discussions of the textbooks developed by teachers for the general public;
- Development of cooperative relationship among teachers.

School directors will also have a possibility to get actively involved in events organized at the Teacher's House. Trainings, workshops, informative meetings on school management and administration issues will be organized for them. In addition, information will be spread on programs of school management elaborated by the school principals themselves.

Component 2: Improving the Physical Learning Environment

Objectives and components

73. The Municipal Development Fund of Georgia was implementing the second component of the project that envisages improvement of Physical Learning Environment. The second component of the project envisaged construction of the new 7 schools. Under the credit agreement for construction of schools were allocated USD 14 mln and for operational costs – USD 850 thousand. After the conducted biddings the contract price for construction of schools has amounted to GEL 29.3 mln. Taking into consideration the deficit of funds, formed at the time of completion of the schools' construction, during the Supervisory Mission of the World Bank has been decided that the Ministry of Education and Science of Georgia (MES) contributed GEL 10 mln (originally envisaged was 10 mln,

out of which 5.8 was disbursed). During the life of the project all audit reports were clean in all material aspects.

74. MES conducted survey of the 80 schools in emergency condition, in need of full reconstruction and with more than 300 pupils with at least one school nearby, which can be merged with new school. Following seven schools were identified and their construction is completed:

1. Village Dighomi Public School (Tbilisi) (students #1080)
2. Village Vaziani Public School (Gardabani) (students #360)
3. Village Chkhari Public School (Terjola) (students #600)
4. Village Jugaani Public School (Sighnaghi) (students #400)
5. #3 Public School of Borjomi (Borjomi) (students #720)
6. Village Tadzrisi Public School (Borjomi) (students #400)
7. Village Gavazi Public School (Kvareli) (students #600)

75. The proper information may be seen on the following internet site of the MDFG: (www.mdf.org.ge). All bid announcements have been transparently placed in the online versions of UNDB and “dgMarket” as well as on the MDFG said web page and in a local newspaper (“24 Saati” /24 Hours/). The project was under the increased public awareness (PR programs including inaugurations, press releases, interviews with mass media, site visits, etc.). All projects opening ceremonies were been attended by the President of Georgia and the government, who very highly evaluated the completed new school facilities (infrastructure component).

76. In the project areas, the main outcome has been reached and there are no children studying in school buildings that are determined to be in structurally unsafe or in educationally inappropriate buildings. More than 500 persons were employed in the implementation and construction process. It should be mentioned that local economic activities were increased and developed. The Ministry of Education and Science, with the support of the Education Infrastructure Agency, was able to address many of the utility concerns in the new schools and actions in resolving with respect to access to water in several schools.

IV. Bank and Borrower performance

- Bank: IDA’s supervision missions visited Georgia regularly (quarterly or twice a year) to assess progress in the implementation of the project and the supervision team acted always diligently to smooth out implementation problems and timely presenting the supervision reports. Based on the above, the Bank’s performance is rated as highly satisfactory.
- Borrower: The Borrower was actively engaged in project preparation and contributed to shape the physical component of the project. The government was always open to discussions with IDA on various issues. No delays with co-financing have been occurred from Borrower’s side. Based on the above, the Borrower’s performance is rated as highly satisfactory.

- Implementing Agency: The Project Implementation Unit (PIU) and the staff were following the agreed procedures, project implementation plan, and supervision missions' recommendations. Based on the above, the Fund's performance is rated as highly satisfactory.

IV. Lessons Learned

77. The design and implementation of the project offers following considerations that might be useful in shaping future projects of this nature. The experience under the project, including the findings of World Bank supervision missions, etc. are valuable and received positive evaluation and is regarded as a successful project. Sustainable project development requires engagement by community members as well as by local governments (participation), the services provided by external agencies have to be relevant, the output has to be satisfactory, and adequate operations and maintenance arrangements need to be in place. Community participation requires intensive interaction between the PIU, the participating community and the local authority before, during and for some time after project implementation. Nevertheless below are presented some lessons learned during the project implementation:

- The MDF acquired relevant experience and expertise for managing a large-scale infrastructure program and now is responsible for implemented bigger projects funded by the WB and also other donors.
- The contractors would need to follow strictly the agreed contract obligations (as described, in several cases the contracts with the contractors were cancelled, the agreed implementation plan was not followed, etc. and a new contractor had to be hired for completing the project implementation) and the beneficiaries and municipal governments would need to understand the importance of rigorous operation and maintenance of project facilities after hand-over.

Annex 8. Comments of Co financiers and Other Partners/Stakeholders

Not applicable.

Annex 9. List of Supporting Documents

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RUSSIAN FEDERATION



Black Sea

TURKEY

ARMENIA

AZERBAIJAN

Lake Sevan

Mingchevir Reservoir

ABKHAZIA

South Ossetia

ADJARA

Chinvali

T'BISSI



40°E

42°E

44°E

44°N

44°N

42°N

42°N

40°E

42°E

44°E

46°E