

MINISTRY OF EDUCATION AND SCIENCE OF GEORGIA

**DEVELOPMENT AND STATE
OF ART OF ADULT LEARNING AND EDUCATION (ALE) IN
GEORGIA**

NATIONAL REPORT

UNESCO VI WORLD CONFERENCE

CONFINTEA VI

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I. INTRODUCTION.

1.1 General information about Georgia¹

Georgia is situated on the crossroad of two continents – the Europe and the Asia. The founding and the development of Georgian civilization have been greatly influenced by Eastern, as well as western cultures. The lands rich in different types of animal species, relevantly mild climate, fertile soil, and various natural resources, made it very easy for Georgians to adapt the area and develop agriculture.

Geographically, Georgia is divided into two parts: the Eastern Georgia and the Western Georgia. Accordingly, there used to be two cultures the Western Georgian – or Kolkhic and the Eastern Georgian – Iberian.

Population: 4. 6 million;

Area: 69 700 km²;

Neighboring states: east – Azerbaijan, west – Turkey, North – Russia, South – Armenia.

Geography: 80% of the whole Georgian territory is comprised of mountain chains and hills. Georgia is located on the longitude of 40 o - 47 o E., in the latitude 41 o - 44 o N.

Territorial-administrative division: 9 regions (Guria, Imereti, Kvemo Kartli, Mtskheta – Mtianeti, Racha-Lechkhumi and Kvemo Svaneti, Samegrelo and Zemo Svaneti, Samtskhe-Javakheti, Shida Kartli), 9 big cities and 2 autonomous republics.

Capital – Tbilisi (population - 1 092.9 thousand people).

Big cities: Kutaisi (population - 189.7 thousand), Batumi (population - 122.2 thousand), Rustavi (population - 117.9 thousand), Sokhumi (no survey has been conducted), Zugdidi (population - 72.2 thousand), Gori (population - 50.2 thousand), Poti (population - 47.3 thousand), Telavi (population - 20.2 thousand).

Ethnic composition: Georgians – 83,8%, Azeris – 6,5%, Armenians – 5,7%, Russians – 1,5%, Ossetians – 0,9%, Greeks – 0,3%, the Ukrainians – 0,2%, Abkhazians – 0,1%, Jewish – 0.1%, Others – 0.1%.

State Language: Georgian, on the territory of Abkhazia - Georgian and Abkhazian.

Form of governance: Presidential-Parliamentary Republic.

Head of State: President - elected for a term of 5 years.

Governmental Bodies: Parliament (elected for a term of 4 years); Government - Prime Minister, State Ministers, Ministers - appointed by the Parliament; Independent Judiciary.

National currency: Georgian Lari²

1.2 Adult education in Georgia – Historical overview³

Adult education was practiced in the old Georgia as well. In the fourth century, near the Phazis territory (current Poti) there was a school of rhetoric, where the Greek-speaking adults could deepen their knowledge. In the V-X centuries, the History of Georgia was taught together with theology, philosophy, chants and foreign languages in Georgia. During XI-XII centuries, the

¹ http://www.parliament.ge/index.php?lang_id=GEO&sec_id=13;

http://www.investinggeorgia.info/georgia_profile/country_overview/

² <http://gbc.ge> -1 GEL= 0.6875 USD- 0.4325 EUR (2008.04)

1 GEL= 0.5435USD - 0.4195EUR (2005.04)

³ This Chapter includes the materials adapted from the doctoral research paper by Nino Sharvashidze, doctoral student of the Education Department at the Ilia Chavchavadze State University.

adult education in Georgia was mainly conducted at the churches-cathedrals and it primarily aimed at practical activities, in other words raising the bibliophile monks, nuns, and church servants, as accepted at the Christian world. At the same time, the professional union of artisans was established. The artisanship was practiced in Georgia since the ancient times. The archeological materials uncovered after the excavations of the Georgian territory date back to the BC and are the real proof that the artisanship was highly developed by that time already.

Adult education, as a separate field started to emerge in Georgia by the 60-80s of the XIX century and gradually became very popular. The preconditions for this were: abolition of the slavery and emerging of the first signs of capitalism; at the end of XIX century and the beginning of XX century, the Georgian newspapers were printing articles and comments dedicated to adult education. Articles “what kind of education do we need” (1893) by Egnate Ninoshvili and “How to improve the Caucasian public school” (1903) by Iakob Gogebashvili were the most outstanding ones. They review the age-related particularities of the audience, artistic attitude towards the teaching processes, Sunday schools, and etc.

In the 20-40s of the XX century, at the beginning of the Soviet era, adult education basically served for eliminating illiteracy among the workers. On 4 July, 1921 Georgian “revkom” decree was issued, which obliged every illiterate person from the age of 14 to 50 to study.

For this purpose, public universities were established in Tbilisi, Batumi, Kutaisi, Gori, Chiatura, Poti, Senaki, Zugdidi, Khoni, Telavi, Signagi and Akhaltsikhe.

During the period following the II world war, a network of cultural-educational and scientific-political centers emerged. Later on, they were established as a society called “Knowledge”. This network was based by the state order and did not consider individual and artistic approach. During the 60-80s of the XX century, the number of public universities under the society “Knowledge” significantly increased (from 139 to 502) and ten thousands of people joined these universities. The lectures were politically influenced and the attendance was obligatory. Society “Knowledge” had a promotional purpose and the quality of the student education did not comply with the requirements of that period. The adult education system of the Soviet period was oriented on the socialist labor principles, did not consider market economy requirements and the duplication of subjects was very common.

In the post soviet space, the Georgian Philosopher, Merab Mamardashvili established the term “Akmeology” in relation with the adult education (in the old Greek “akme” means “top”, “maturity”). Merab Mamardashvili focused on “the wish of a human to thrive towards the top”, “a human being should permanently try to develop and avoid becoming socially isolated”. The theoretical works by Mamardashvili played significant role in the adult education development in Georgia and beyond its borders.

1.3 Adult Education in Georgia – general review

The 2009 world conference on adult education (CONFINTEA VI) will be conducted under the auspices of UNESCO in Brazil. For the first time, Georgia will participate in the conference as an independent state.

Since the collapse of the Soviet Union, the adult education system significantly changed for the last 20 years. The old organizational structures, funding models and aims relevant to the soviet programs of adult education disappeared very quickly and instead, gradually (partially spontaneously), new structures appeared. These structures tried to offer educational services that would be adequate to the present reality and tailor-cut for the requirements of the target groups.

The aims of the adult education have also changed. During the Soviet period, after the massive illiteracy problem was resolved (often by using violent methods), adult education was described from one point as a continuous professional education (deriving from the professions, basically permanent qualification development inside one profession) and on the other hand indefinitely ideologized political education of the masses.

After independence, the Georgian state went through the civil war, was in opposition of the separatism and faced big challenges in the transitional period. Though the state has never declared it officially, the adult education was responsible for solving the new problems. Parallel to traditional continuous professional education, the adult education set new priorities and the function of the engine in this case was taken by the civil society / NGOs with the support of the international community / donors. The following are some of the new priorities of the adult education:

- a. Adult education serving the compensation function to better adapt to the new living conditions and increase the competition on the labor market (computer classes, courses for entrepreneurship and managing small businesses, courses for the ethnic minorities to learn the state language and etc).
- b. Civil education of adults for sustainable development, civil peace and integration, conflict prevention and peaceful resolution, for encouraging active citizens (topics: democracy, tolerance, interethnic relationships, active citizenship, gender, protection of the environment, healthy lifestyle and etc).

In addition, the structural changes to the national economy, created the growing need for the short-term professional training programs for adults. The Ministries of Education and Science and Economic development (during the previous years, the Ministry of Labor, Health and Social Affairs of Georgia as well) were trying to meet this need with the support of private education providers and public providers of the professional education.

At last, one more issue should be absolutely mentioned, the employers interested in qualification development of their employees and their involvement in the continuous education, play the crucial role in the formulation of the need for adult education.

1.4 National Report Elaboration Process

The UNESCO national commission of Georgia addressed the Ministry of Education and Science of Georgia to develop the national report for the VI world Conference on adult education. For this purpose, according to the decree issued by the Minister, a special working group was established that included the representatives of the NGOs as well.

The commission conducted around 10 sessions during the report development process. The recommendations of UNESCO Institute for Lifelong Learning (UIL) were taken into account as much as possible and a dialogue was initiated (with the state structures, representatives of NGO sector, researchers, education managers and other stakeholders) in order to reflect the adult education tendencies taking place inside the state as adequately as possible in the national report.

The commission developed a questionnaire, that was sent to over 50 different organizations, including ministries, public and private education providers, civil societies and non-governmental organizations, trade unions and associations, employers' unions, donor and international organizations acting in Georgia and etc. The obtained responses were analyzed and are reflected in the current national report.

On the final stage of working on the National Report, on the initiative of Ministry of Education and Science of Georgia, a public discussion of the Draft Report was held and relevant stakeholders were invited. The opinions, recommendations and comments expressed during the discussion were included in the final report.

The minister approved the final version of the national report, after the group of consultants from the Ministry of Education and Science of Georgia reviewed it.

II

2. LEGISLATIVE, POLITICAL AND ADMINISTRATIVE FRAMEWORKS AND FINANCING OF THE ADULT EDUCATION

2.1 Political and Administrative Framework.

When discussing the development of the Georgian Education System during the past decade, we should define 2 periods – period before 2004 and after 2004. After the collapse of the Soviet Union, Georgia started to implement structural reforms that aimed switching to market economy. However, similar to all the other post Soviet states Georgia also faced hard economic collapse. The conflicts and domestic contradictions provoked the conflict. In 1996, GDP comprised ¼ of the 1989 indicator⁴. In those conditions, naturally there were some attempts to reform the educational system – for example: in June, 1997 the Georgian law on “Education” and in December, 1998 the law on “Primary Professional Education” entered into force. Neither of them tackled Adult Education, although both of them ensured: education availability for the Georgian citizens of all age groups, budget funding of the secondary and professional (including higher education and postgraduate studies) education in the framework of the state order. Some traces of soviet economy and education system were visible. The law on “primary professional education” was the first legislative act in the Georgian history in the field of the professional education. For that period, it was a significant achievement that served as the legislative bases for:

- Private educational activities in the field of primary professional education;
- Establishing paid educational services inside the State Professional Institutions;
- Establishing multichannel funding model of the institutions;
- Introduction of new programs in line with the traditional ones⁵;
- Short-term professional training-retraining programs for unemployed (adult population);
- Craftsmen training programs, for elementary level pupils having general (secondary) education⁶;
- Training-retraining and qualification raising programs for the people employed by enterprises inside the enterprises themselves, or at the professional education institutions on the contracting bases;
- Preservation and development of the historical-cultural traditions of the country through teaching relevant professions/skills and etc.

On the bases of the law on “Primary professional education”, the state ensured the following:

- Protection of citizens’ rights when choosing the profession and educational institutions;
- Creation of the favorable conditions for professional training, retraining and qualification raising of the citizens in order to support the national economy and its transformation, establishment of new technologies, creation of job opportunities.

On the bases of the law on “Education”, it was possible to create professional postgraduate education levels at the higher educational and scientific institutions. In addition, at those clinics, that were staffed with relevant medical personnel and were equipped with relevant logistics, secondary professional colleges and vocational schools, lyceums, professional institutions under

⁴ The European Bank for Reconstruction and Development, Country Factsheet, 2007.

⁵ Professional education after 9th grade in line with general secondary education and without it, professional education after general secondary education.

⁶ By that period, in Georgia the obligatory general education level was defined as the elementary school – 6 grades.

penitentiary institutions, professional training, retraining and qualification raising centers, teaching enterprises and courses implementing the primary and supplementary professional education programs”, were established. These programs with limited resources were financed by the state and this way the state was supporting the creation of new jobs and favorable conditions for professional training, retraining and qualification raising of the citizens.

Though by the end of the century, the social situation has become extremely poor, because of the limited resources, the professional education was almost never considered as one of the crucial factors in overcoming unemployment, poverty and supporting economical growth.

The system manages to sustain only through mobilizing inner resources, attempts of the pedagogical staff and very limited assistance from the outside sources. In addition to all these, the economic crisis of 1998 in the Asian countries and Russia - the basic trade partner of Georgia, resulted in drastic worsening of the macro-economical situation. The trend of GDP increase, which equaled 10.5% in 1997, fell down to 2.9% in 1998 and to 1.8% in 2000. In 1999, the inflation rate increased up to 19.2%. In 2003, the foreign debt of the state equaled 1,853 million dollars, or 53% of the GDP.

In the conditions of economical problems, big part of the population started to emigrate. At the same time, the number of private secondary professional and higher education institutions increased, admission to these institutions became easier than ever, the state funding was reduced to minimum and as a result of all these, primary professional institutions were not capable to sustain themselves and stopped functioning. Consequently, in 1989-2005 the several state primary professional institutions were either liquidated, or consolidated from initial 170 to 76. The number of students were reduced about 7 times and the annual admission indicators fell to 2000 from previous 15 000.

In November 2003, as a result of the “Rose Revolution” the new government inherited poor political, economic and social situation. The situation in the field of education and science was similar. The common development strategy did not exist; the acting management system was ineffective and authoritarian. The material bases were not updated due to lack of financing which would result in their breakdown and destroy; the teachers were not paid their salaries; the teachers’ professional development system was not functioning; pedagogical activities were not very attractive for the intelligent young generation; corruption was widespread; this situation was common for all the levels of education and science.

According to the survey of 2002, during the years 1989 and 2002, the education level of Georgian population regardless of their sex and level of education did not improve, on the opposite, in some cases it even worsened. The increase in the number of people with higher education was the result of the unprecedented increase in the numbers of higher education institutions, decreased quality of the education and simplified procedure for obtaining higher education diplomas (Table 1):

Table 1. Education level of the Georgian population according to their sex and education.

	Number of educated people for the age groups 6 years old and above per 1 000 people			
	1989		2002	
	Female	Male	Female	Male
Primary	162	149	146	145
Basic	129	135	96	101
Secondary General	294	316	294	315
Secondary professional	164	149	155	107

Incomplete higher	19	22	26	31
Higher	121	133	191	189

Source: Department of Statistics.

The system of preschool education and children care did not provide the protection of the real interests, requirements and rights of the children. The donor assistance played important role, but because of the ineffective and inactiveness of the state bodies, did not support the positive, quality changes for children and establishment of alternative forms of children care. There were some barriers that hindered the education of the children with special needs, including logistics of the institutions, school programs and methodology that did not consider the needs of the children of this category.

The education level at the **Secondary schools** was revealed to be extremely low; the programs were overloaded and inconsistent with the modern requirements; the teaching-learning methods were outdated, the books were from the soviet times and of very low quality.

In the **higher education** field, the archaic system of translating knowledge was dominating instead of formulating specific activity skills; specialist trainings did not consider market requirements; the programs did not comply with the modern standards; the corruption was widespread on the examinations; the inactiveness of the current licensing system and lack of accreditation mechanisms enabled for establishing and functioning of the tens of low level higher education institutions.

Professional education was almost completely isolated from the labor market and did not support the adaptation process; the teaching contents was not adequate to the changes taking place at the employment field; entrepreneurs and other social partners did not fully realize the importance of the professional education for the improvement of enterprise competition.

In the **Science** – absence of priorities was visible; the science organization and management systems were old-fashioned; the environment was not competitive for financing; scientific researches and education was not functioning; material-technical bases were outdated; the relationship with international scientific community was very weak.

Professional training-retraining of the **unemployed adult** population became the competence of the Ministry of Labor, Health and Social Affairs of Georgia.

Since 2004, a large-scale reform has been launched. The reform aimed to implement the changes that would support the Georgia's complying with the EU liberal democracy standards. The planned changes, including those in the field of education and science are reflected in the program of the Georgian government for the "United and strong Georgia" approved in 2004. Expansion of the mentioned program and detailed identification of the next priorities on the bases of the achieved progress and new challenges are presented in the following documents:

- Medium-term (2005-2008) action strategy of the government of Georgia;
- The Basic Data and Directions of the government of Georgia (2007-2010);
- The Basic Data and Directions of the government of Georgia (2008-2011);

The basic goal of the systemic reform of the education and science is the maximal development of the educational, professional and civil interests and capabilities of all the citizens involved in the educational process that requires establishment of the pupil / student / researcher-oriented (centered) system.

Currently, the basic long-term goals of the changes to be implemented in the field of education and science are as follows:

- **Social inclusion** – Development of the education system, that will ensure the maximal involvement of all the Georgian citizens in the educational process;
- **Civil integration** – Integration of the ethnic minorities in the society through programs for learning the state language and educational programs oriented on local civil values;
- **Competitiveness** - Creation of the system of education and science, that will be equally involved and will compete with the European systems of education and science;
- **Supporting the establishment of the knowledge-based environment**, where the knowledge as the production force plays the crucial role in capital making.

To achieve these goals, the Ministry of Education and Science of Georgia employs the following strategies:

- Democratization of the education and science management process and involvement of all the levels of society;
- Decentralization of the educational system and ensuring the autonomy of the educational institutions;
- Establishing the result-based management of the education sector through quality insurance schemes and resource allocation mechanisms;
- Increase of the financing for the educational sector and development of the material-technical base;
- Creation of the educational environment meeting the modern standards;
- Integration of the field of education and science with the world networks;
- Development of the scientific and educational-scientific centers inside the institutions of higher education;
- Creation of the favorable conditions for continuous education and lifelong learning;
- Support of the inclusive education.

The 2004 individual action plan for the implementation of national program by the Ministry of Education and Science on harmonization of the Georgian legislation with the EC legislation, states that (1) **Lifelong Learning Strategy** that has recently become very popular in the Western Europe should be launched, for it enables the person to become more competitive in using the new technologies, to simplify social relationships, to create equal opportunities and to improve the quality of life; also (2) Georgia should be actively involved in the international movement **Education for All**, which will support maintaining the past achievements and immediately overcoming the recently emerged negative tendencies.

Georgia joined the European Neighborhood Policy in 2004 and the jointly developed action plan entered into force on 14 November, 2006. According to this document, the implementation of Lifelong learning principles is a mutual commitment.

2.2 Legislative base for Changes

On 18 October, 2004 the decree #84 issued by the Georgian government approved the document “**National Goals of Secondary Education**” that will support the implementation of common state policy in the field of education and science and will serve as the bases for the educational reform.

“**The Georgian secondary education system aims to create favorable conditions for the development of a free person with national and universal values**” – states the document.

According to the changes made to the **Constitution of Georgia** on 27 December, 2006 (# 4135), the primary and basic education (9 grades) is obligatory. The secondary education is fully financed by the state as defined by the legislation. The citizens have the right to receive funding for professional and higher education from the state as pursuant to the law.

With the adoption of the Georgian law on “Higher Education” (21 December, 2004) gradual and systemic transformations were launched at the institutions of higher education. The law focuses on supporting the higher education orientation on the ideals of democracy and humanism, which is crucial for the existence and development of the civil society, realization of personal potential, ensuring of the competitiveness of the persons with higher education on the domestic and foreign labor markets. The law is based on the requirements of the Bologna process taking place in the Europe since 1999 and envisages the introduction of the three-stage system of European credits (ECTS), accreditation, principles of academic freedom and university autonomy.

In April, 2005 the **Georgian Law on “General Education”** entered into force and the legislative base for institutional and program transformation of the secondary education was elaborated. The law ensures the openness and equal accessibility of the secondary education for everybody for life, financial and administrative autonomy of the secondary education institutions, and independence of schools from religious and political unions, eradication of violence at schools and establishment of inclusive teaching.

The management bodies of the education system develop special and corrective secondary education programs for the **pupils with disabilities**, as well as for those in need of long-term treatment. The programs are used for raising, teaching, treatment, social adaptation and integration of the children with disabilities in the public life. The state provides the funding for pupils falling in this category. A pupil, a parent and a teacher, as well as their unions, have the right to benefit from any rights, freedoms and all the school resources defined by the law and the present chapter during the school hours, or on the school territory in the equal circumstances, without discrimination pursuant to the acting rules.

Under the rule established by the law, a pupil, a parent and a teacher have (the right to) freedom of faith, religion and conscience, and the right to freely choose and change any faith, or view, or none at all.

On 28 March, 2007 the Law of Georgia on “**Professional Education**” was approved. The law is based on “**Concept of Professional Education**”, adopted by the government of Georgia on 31 August, 2005. The law aims to create the system of professional education that will meet the quick and permanently changing requirements of the labor market. The professional development of a person, support of the carrier development and social protection, simplifying the adaptation of the population to the new conditions, creation of the conditions for professional development and employment for people falling under the risk of being isolated from the society are the principle goals of this law.

Among the other various legislative changes, we should outline the amendment made to the law on “**licensing the activities of the educational and pedagogical institutions**” on 28 March, 2007 and “**the amendments and the additions to the Georgian law on Science, technology and its development**” (December, 2005) that defined the reform direction in the field of science organization and management.

According to the decree of the Minister of Education and Science on “**Founding the institutions of general education as the legal entities of public law and approval of the charter of public school**” (September, 2005) and on “**holding the first elections of the management bodies of**

the higher education institution – legal entity of public law” (December, 2006) the secondary and higher education decentralization process started.

2.3 The new education organization and management system.

Autonomy of the educational and scientific-research institutions is a principle novelty in the organization and management process of the education and science. Accordingly, a new **decentralized management model** was established, that envisaged the division of functions and roles among the ministry and other bodies of the management system – educational resource centers, state agencies, or educational and research institutions.

The Ministry of Education and Science of Georgia was founded as the body responsible for implementing the unified state policy in the field of education and science. In the framework of its competences, the ministry takes the responsibility to coordinate and control the activities of all the units under his responsibility. The ministry ensures the implementation of the constitutional right to receive education and choose the form of education, plans the directions for the future development of the system of education and science, approves educational programs, state educational standards and controls their implementation, undertakes the licensing and accreditation of educational institutions, approves the lists of professions and occupations that should be confirmed through state educational certificate; ensures the implementation of the activities for social protection of teachers and scientists.

The role of the territorial management bodies have also changed, and in 2006 the former district educational departments were replaced by **resource centers**. The purpose of a resource center is not management and control of the secondary, pedagogical and educational-pedagogical, professional education and preschool institutions under their coverage area, but providing them with assistance and consultations in the fields of administrative and financial management, in the proper functioning of the selective councils, qualification raising of the teachers, launching the new national teaching plans.

In March, 2006 a legal entity of public law - **“state accreditation service for educational institutions”** was established as an independent body and was named as **National Educational Accreditation Center** (NEAC). The center acts only in line with the Georgian legislation. The goals of the center are: accreditation of the higher, secondary and professional educational institutions of Georgia, support of the processes taking place at the educational institutions focused on the quality increase, and compliance with the conditions defined by the state and the international standards.

The purpose of the **National Examination Center** (that was called “National Assessment and Examination Center” till 2007) is to conduct the unified national examinations, evaluation of the teaching process at the secondary education institutions, participation in the process of international evaluation of the pupils, development of the tests for the examinations for obtaining the master degree and conducting of the examination in agreement with the institutions of higher education.

The function of the **National Curriculum and Assessment center** (was established in April, 2006) is the development of the national curriculums for the secondary schools, piloting and support of their introduction, preparation and implementation of the national assessment, identification of the compliance of the textbooks with the curriculums and granting classification to the recommended textbooks. The center is also responsible for developing the draft for vocational educational standards, and vocational educational programs.

The goal of the “**Professional Development Center for Teachers**” (founded in July, 2006) is the introduction of high standards for professional knowledge and skills needed for teachers and for their further development, support of the establishment of the unified system for professional training, development of teachers and granting the right to be a teacher.

According to the presidential decree #653, issued on 17 July, 2005 the legal entity of public law – **National Scientific Fund of Georgia** was founded. The main objective of the fund is to administer the allocation of state grants through state budget funding on the bases of a competition in line with the principles of open, transparent and independent competition.

On 30 July, 2007 the **National Professional Agency** was created in order to support the implementation of the state policy in the professional education field. The agency is in charge of creating the professional education system oriented on the market requirements and ensure lifelong learning for each citizen. In order to achieve these goals, National Professional Agency develops professional standards, professional qualification framework and qualification recognition / certification mechanisms in the professional education.

Preschool education, children care, education, implementation of state language policy and science development are mainly the responsibilities of the Ministry of Education and Science of Georgia. Fine arts, sport education, and science are the competences of the Ministry of Culture, Monument Protection and Sport of Georgia. As for the medical education and science, they are the competences of the Ministry of Labor, Health and Social Affairs of Georgia.

2.4 Education Financing

The education funding scheme has changed in line with the reforms launched since 2004. At present, the state does not fund any educational institutions, or programs, but a student, or a pupil (so called *per capita* funding) who is authorized to use the awarded funding in any institution of his/her preference. This system has been enacted in the secondary, as well as in the higher education. In the future this system will be introduced on the other levels of education as well. Researches are funded using the competitive funding mechanisms that are administered by the national scientific fund.

Without the serious financial assistance from the side of the government the implementation of the reform would not be feasible. The table (2) reflects the changes in the state educational budget expenses during the years 2000-2006. In 2004, the budget of the education expenses increased by 125 ml. GEL⁷ compared to previous 2003.

Table 2. Change of the expenses on education inside the Consolidated State Budget of Georgia during 2000-2006.

	2000	2001	2002	2003	2004	2005	2006
Consolidated budget expenses and net crediting – total (million GEL)	1126.5	1237.9	1409.5	1609.9	2418.2	3280.8	4464.1
Education (million GEL)	131.8	142.7	166.6	164.1	289.1	288.7	414,1
Percentage of Education out of the consolidated budget.	11.7%	11.5%	11.8%	10.2%	12.0%	8.8%	9.3%

Source: Ministry of Finance of Georgia.

⁷ April, 2008 - 1 GEL = 0.6875 USD- 0.4325 EUR (2008.23.04); April, 2005 - 1GEL= 0.5435USD-0.4195EUR

The budget of the Ministry of Education and Science of Georgia has changed as well. It should be noticed, that the drastic increase of the budget in 2006 is partially explained by the fact, that starting from 2006, funding of the secondary education was completely transferred to voucher scheme. It was reflected on the budget of the Ministry of Education and Science instead of the budget of the territorial bodies.

The document of the Georgian Government on the basic data and directions for 2008-2011, envisages the further increase of the expenses of the Ministry of Education and Science.

The following is the picture of the state funding during 1997-2005 (Table 3.):

Table 3. State funding (in GEL) of the education system in Georgia during 1997-2005.

Years	Central Budget	Funds allocated on education	Total resources allocated on professional education	Resources allocated on primary professional education	Resources allocated on secondary professional education
1997	677.8	46.3		2.5	0.6
1998	656.9	30.4	2.2	1.5	0.8
1999	758.5	29.6	2.7	1.5	1.3
2000	681.4	26.9	2.9	1,4	1.5
2001	750.7	31.5	3.5	1.4	2.1
2002	857.5	37.0	2.7	1.4	1.3
2003	1 207.	23.3	3.1	1.6	1.5
2004	1 424.4	5809	3.7	1.6	2.1
2005	2 260.8	69.3		1.5	
Years	Central Budget	Funds allocated on education	Total resources allocated on professional education	Resources allocated on primary professional education	Resources allocated on secondary professional education
1997	677.8	46.3		2.5	0.6
1998	656.9	30.4	2.2	1.5	0.8
1999	758.5	29.6	2.7	1.5	1.3
2000	681.4	26.9	2.9	1,4	1.5
2001	750.7	31.5	3.5	1.4	2.1
2002	857.5	37.0	2.7	1.4	1.3
2003	1 207.	23.3	3.1	1.6	1.5
2004	1 424.4	5809	3.7	1.6	2.1
2005	2 260.8	69.3		1.5	

Source: Financial and Material Resource Management Department, Ministry of Education and Science of Georgia.

The 2008-2011 documents on the basic data and directions envisage the further increase of the expenses for the Ministry of Education. (Table 4).

Table 4. The education funding reflected in the 2005-2008 documents on the basic data and directions by the government of Georgia.

Title	2005 Fact	2006 Fact	2007 Fact	2008 Plan
Nominal GDP (Million GEL)	9824.3	11621.0	16527.2	18878.0

The Ministry of Education and Science of Georgia	80.9	342.5	414,8	450.9
% compared to GDP	0.7%	2.5%	2.3%	2.4%
GDP investments	15.5	88.8	90.8	108.3
% compared to GDP	0.13%	0.64%	0.55%	0.57%

Source: Ministry of Finance of Georgia.

The structure of the household expenses has changed as well. The average monthly expenses on education, culture and vacation per household have increased. It proves, that the revenues of the households have increased and more importance is paid to education (Table 5).

Table 5. The structure of the household expenses during 2003-2005.

	2003		2004		2005	
	Million GEL	Percentage	Million GEL	Percentage	Million GEL	Percentage
Total average monthly expenses.	365,91	100	385,61	100	389,71	100
Total revenues incl. on education, culture and vacation	26,7	7,3	30,2	7,8	35,1	9,0

Source: Department of Statistics, the Ministry of Economic Development of Georgia

2.5 The Main Aspects and Achievements of the Education Reform

2.5.1 Higher Education

By the adoption of the Law of Georgia “On Higher Education” (December, 2004), gradual and systematic transformations began in higher educational institutions. In view of the fact that the main task of the country’s development is the political, economic and social integration with the whole Europe, Georgia actively participates in the Bologna process and follows the fundamental principles of it.

Higher education was changed into three-stage system – Bachelor’s Study (Baccalaureate), Master’s study and Doctoral Study. From the fall of 2007 began the implementation of professional higher education programs. The harmonization of legislative framework with the European standards and the renovation of educational programs and courses are underway; the European system of credit transfer and accumulation was introduced. Special attention is being paid to the improvement of the quality of education.

Pursuant to the law, higher educational institutions are autonomous. Educational institution and its main units independently determine and fulfill their academic, financial-economic and administrative activities.

There are the following forms of higher educational institutions in Georgia:

University – implements educational programs of all three stages/degrees of higher academic education;

Institute – implements higher educational programs, at least one of which should be the second stage/degree of higher academic education – Master’s educational program;

College – implements professional higher education program or/and only the first stage/degree of higher academic education – Bachelor’s educational program;

In Georgia the higher educational institutions have the status of legal entity of public or private law.

New organizational structure and management principles of higher educational institutions were determined by the law, such as: election of governing board/bodies in higher educational institutions, participation of academic personnel and students in decision-making process, publicity of reports and orders of a rector and head of administration, equal treatment for all regardless of ethnic or social origin, gender, political or religious views, etc.

The governing bodies of the higher educational institutions are: academic council, representative council, rector, head of the administration and quality assurance service.

In 2006 elections were held in all accredited higher educational institutions. Under the law, the members of the students self-government took one third of places in representative councils.

The difficult political and economic situation dominant in the country until 2004 affected negatively on higher education too. Due to the uncontrolled situation and corruption, the number of higher educational institutions dramatically increased, having neither proper educational base nor teaching staff. There did not exist any minimal conditions of quality assurance. The growth of the number of students in 2002-2004 shown in the table below was caused by this tendency.

Table 6. The increase of the number of students in 2002-2004.

	2002/2003	2003/2004	2004/2005	2005/2006
Number of students in total	153688	153254	172461	144313
Incl. the number of students in private education institutions	31465	29388	35440	30512

Source: The Ministry of Education and Science

As a result of the reform, the model of financing of higher education has been changed. Instead of direct financing of higher educational institutions there has been introduced the state education grant – the allocation/sum given to a student by the state based on the results of the unified national examinations, that is designed for financing Bachelor’s studies, certificated doctor (veterinarian) or/and professional educational program in accredited higher educational institutions. This step will help in raising efficiency and transparency of funding. At this transitional stage, higher education is financed on a mixed principle. From 2009 the new scheme of financing will cover Master’s studies as well.

In 2004-2005 the first institutional accreditation of higher educational institutions was held, by which the institutions were granted the right to issue documents certifying education recognized by the state. From 247 educational institutions 117 ones obtained accreditation. In 2006 the state accreditation service of higher educational institutions worked out new criteria of accreditation considering stricter requirements for higher educational institutions. In 2006 the accreditation of higher educational institutions was held again, as a result of which the number of accredited educational institutions reduced from 117 to 43. Consequently, the number of contingent to be received in higher educational institutions was decreased.

In 2005 the national examinations centre first conducted the unified national examinations that implied the change of the rule of admitting entrants to higher educational institutions. 31 174 school leavers/entrants (57% from the regions and 43% from the capital city) participated in the examinations, while in 2003, 31 315 students were enrolled in higher educational institutions, including 6279 in private educational institutions; in 2005, 16 507 entrants became students, among them 9504 females. The reduction in the admissions was caused by the decrease of the number of accredited educational institutions, aiming at the improvement of teaching quality. 4210 students received the state funding – state education grant. The maximal amount of the state grant is GEL 1500 that corresponds to an education fee in the state higher educational institutions.

In 2006 there were some changes in the rule of funding – there was determined 100%, 70%, 50% and 30% funding, that implies the enhancement of social factor in the process of the distribution of funding. As a result of the examinations, 19479 students were enrolled in the higher educational institutions, from which 8271 students received the state education grants of different categories. Within the framework of a new system of grant distribution, it became possible to increase the share of grant receivers from 25% to 42% as compared with the previous year. The state education grant was given to 34 foreign citizens.

In 2005 the financing of higher education constituted GEL 25000 (thousand), in 2006 the funding was increased up to GEL 33510 (thousand). The programs and presumable amounts (thousand GEL) of financing (envisaged by the budget of the Ministry of Education and Science) of higher education in 2007-2011 are shown in **table 7**.

Table 7. Higher educational programs and presumable amounts (thousand GEL) envisaged by the budget of the Ministry of Education and Science of Georgia in 2007-2011

	2007	2008	2009	2010	2011
Higher Educational/Research Program	13 443.4	15 562.0	18 674.4	18 674.4	18 674.4
State Educational Grant	15 000.0	21 200.0	30 950.0	37 140.0	44 568.0
University Infrastructure Development Program	10 000.0	12 500.0	12 500.0	12 500.0	12 500.0
University Curriculums Development Program	500.0	200.0	200.0	200.0	200.0
University Textbooks Development Program	400.0	0.0	0.0	0.0	0.0
Total	39343.4	49 462.00	62 324.40	68 514.40	75 942.40

Source: The Ministry of Education and Science

In 2006 the Ministry of Education and Science worked out and launched students loan scheme with leading commercial banks. 2463 students received loans, for different terms, to cover their education fees. The improvement of the student loan system is intended that will extend the accessibility on loan, as well as improve the loan conditions/terms. In compliance with the Bologna process, within the framework of the mobility program, 260 foreign nationals and non-citizens were enrolled in the higher educational institutions.

2.5.2 Vocational Education

The reform in the sphere of vocational education began a bit later than it was in the higher and general education system. **Vocational Education Law**, adopted in March 2007, determined the place and function of vocational education, the ways of reforming the system, and the principles of its arrangement and management.

The **goals** of the vocational education reform are as follows:

- Creation of unified vocational -educational space, taking into consideration the opportunity of lifelong learning, and multi-stages and diversity of teaching;
- Harmonization of Georgian vocational education system with the unified European educational space and the further integration of the system with it;
- Creation of professional vocational training centers and colleges for the implementation of vocational and professional higher educational programs;
- Formation of the accreditation system for vocational educational centers.

The fulfillment of the above is directly connected with the determination of the following **tasks**:

- Elaboration of professional standards for each profession;
- Elaboration, renovation and development of standard vocational education programs;
- Extending the modern practice of training/retraining of teachers and instructors of vocational education;
- Elaboration and improvement of professional qualifications framework;
- Creation and development of professional orientation system in professional training centers;
- Acquainting students of professional educational institutions with the principles of setting up and doing their own business;
- Promoting the participation of private sector in financing of professional education;

- Adjusting the professional education to local requirements;
- Creation of professional educational network taking into consideration the current and prospective requirements of regional development, etc.

By the Resolution No.150 as of 31 August 2005 the Government of Georgia approved the **Concept of Professional Education. Continuous education and lifelong learning** is the vision, on which not only the professional education reform but also the whole education system reform is based on. Educational-productive partnership in the field of professional education is considered as a significant lever for the creation of high quality professional education system that ensures the connection of educational service with the economics, defines the balance of labor market requirement for (and the delivery of) the qualifications, competences and abilities.

Pursuant to the Law of Georgia “**on Professional Education** “ (March, 2007) adopted by the Parliament of Georgia, two types of professional educational institutions are being formed: college and professional training centre.

The **college** – higher educational institution carrying out professional higher education program;

The **vocational and training centre** – commercial or non-commercial legal entity of public or private law carrying out vocational education programs.

The vocational education can be received after the completion of the basic stage of general education, the aim of which is to prepare **certified specialists**. The professional training center carries out its activities within the framework of its autonomy conferred by the legislation of Georgia. The superior governing body of the professional training centre is the **Supervisory Board** composed of the representatives of employers, local self-government bodies, public organizations as well as the representatives of the students’ parents of professional educational institutions and of the teachers of vocational education.

In 2006 the implementation of the program of the rehabilitation of professional educational institutions began. From 2007, after the law entered into force, the following has been carried out gradually: optimization and licensing of the network of the existing professional training and retraining educational institutions and renovation of their logistical base, establishment of 38 professional training centers, rehabilitation of 10 centers; in the centers, up to 6 000 young persons and adult students, including 3 000 participants of the state employment program, are financed by the state.

Within the framework of the national program of the President - “**Professional Educational Institutions Rehabilitation**”, the re-training of the directors of the new centers and over 80 teachers of professional subjects was carried out. The list of professional training centers and specialties for each center as well as the lists of the equipment of the workplaces of the centers were prepared together with the foreign experts. In 2007, the amount of financing of the rehabilitation program constituted GEL 7 000 000; simultaneously the amount of financing of the whole professional education has been increasing, within the framework of professional education support program it constitutes GEL 6032600.

There began the elaboration of mechanisms for the introduction of professional training component in the sector of general education, there were established the state schools of adult re-training, specifically, in 2006 **Zurab Zhvania School of Public Administration** was opened for the re-training of public servants, and the **Caucasus School of Economics** - for the re-training of specialists of economic field.

The National Professional Agency was officially established that will facilitate the implementation of the state policy in the sphere of professional education.

Elaboration of a new model of financing of professional education, where the partnership of private and public sectors is of decisive importance.

3. Adult Education Researches, Participation, Quality Assurance and Achievements

In this chapter the institutional framework of adult education, participation in adult (formal or informal) education, evaluation of educational programs, the results of study, and the training/re-training of teachers are discussed. The current situation, achievements and the future prospects are considered here as well; due to the nonexistence of official statistics on many questions, the significant part of the report is based on separate researches/surveys conducted in the sphere of adult education.

Pursuant to the law on professional education, in the sphere of professional education the governing bodies of the adult formal education system are as follows:

- a) The Government of Georgia;
- b) The Ministry of Education and Science of Georgia;
- c) The respective Ministries authorized in the education sphere of Abkhazeti and Adjara Autonomous Republics.

The Government of Georgia is mainly responsible for the implementation of the state policy in the education sphere, the definition of the rule of financing of professional education and for the approval of the cost of study of the vocational education programs in professional training center that is fully covered by a voucher.

The Ministry of Education and Science of Georgia implements the state policy, establishes professional training centers, determines the conditions and the rule of the recognition of a document certifying professional education received abroad; works out programs for improving the quality of professional education; makes licensing of legal entities implementing vocational education programs; approves the sample of a state document proving the vocational education received in an accredited educational institution and carries out other authorities provided for by the legislation of Georgia.

The respective Ministries authorized in the education sphere of Abkhazeti and Adjara Autonomous Republics, within the territory of the corresponding autonomous Republic, facilitate the implementation of the entire state policy in the sphere of professional education, create professional training centers under the rule established by the legislation of Georgia.

Pursuant to the law on professional education, professional education should satisfy professional-educational requirements of all interested persons, facilitate to their professional development and social protection. Receiving education is not restricted by such factors as gender, age, ethnicity, type of education, etc. Creation of professional development and employment conditions for persons being under the risk of rejection from the society is considered as a separate question. The law is oriented on the creation of a unified educational space in Georgia that should facilitate the lifelong learning and the satisfaction of their study interests.

The connection between the formal and informal professional education is defined by the law of Georgia on professional education. **Formal professional** education is received in an accredited

educational institution carrying out professional training, in a structured environment; it covers theoretical and practical teaching/training and is completed by giving (or by changing) a relevant qualification and by issuing a document - certificate verifying the relevant education received.

Informal education is not received through accredited educational programs and it does not give any document certifying the education recognized by the state; the informal education can be received in the form of independent, non-institutional or unstructured activity. The verification of the knowledge and abilities received through informal education and the acknowledgment of the qualification by the state are carried out after passing an attestation (evaluation test) under the rule established by the legislation that is conducted by relevant attestation/certifying bodies. The aim of the attestation is to check the knowledge and abilities of a person having informal education and to certify the respective qualification, to recognize the professional education and qualification obtained abroad, to assess the formal education received in the past in Georgia and verify the respective qualification.

There are no official statistics on informal education, in some cases informal education is not certified by any certificate/document. According to the research/survey conducted in 2005, ___ of respondents, which completed short-term professional training and qualification raising courses and programs/trainings during 2005, have not received any certificates verifying their participation.

There is not any statistics in regard to the involvement in adult education in Georgia, though there are some separate researches conducted.

According to the above mentioned research conducted in 2005, the aim of which was to define the involvement of adult population of Georgia in lifelong learning (adults of the age of 25-64 were interviewed), 74% of respondents did not improve their professional knowledge over the last year, 6% completed short-term professional trainings and courses and attended lectures/seminars and training-programs for raising their qualification, 21% regularly read specialized literature for raising their professional knowledge, 10% tried to extend their knowledge through self-education and 1% was involved in the academic degree programs⁸.

The second research is also very interesting, where the respondents of the age group 18-70 were interviewed. According to this research, 10.1% of the respondents interviewed in Tbilisi received academic education or attended some training/professional programs in 2004. And, according to the data of 2005, the same was stated by 5.2% of the respondents interviewed in Tbilisi and Shida Kartli (region of Georgia). 2.4% of the respondents attended various professional training programs in 2004⁹.

Even based on the above cited researches, it can be concluded that adult population of Georgia, as compared with the majority of European countries, is less involved in different educational programs.

It is noteworthy that the managers of Georgian companies are very well aware of the significance of adult education (specifically, raising of qualification). Despite this, as it seems, they do not have yet enough resources to take care of the development of their human resources (personnel). This is proved by the **research “Productivity and Competitiveness in GEA Member Companies”** conducted by Georgia Employers’ Association (GEA). 85% of

⁸ Lifelong Learning and Georgian Reality, *dvv international & GORBI*, 2005 (www.dvv-international.ge)

⁹ CRRC, Data Initiative, 2004, 2005

entrepreneurs/employers interviewed believe that **re-training of personnel** has a positive effect on their productivity and facilitate the growth of the quantity of production. Though, the majority of companies interviewed refrain from making solid investments in the development of human resources.

Table 8. The significance of qualification-raising as per the size of companies

	Small	Medium-sized	Big	Total
Requires raising of qualification systematically	10,0 %	50,0 %	36,8 %	29,0 %
Requires raising of qualification periodically	65,0 %	41,7 %	57,9 %	56,0 %
Of no importance	25,0 %	8,3 %	5,3 %	15,0 %
Total	100,0 %	100,0 %	100,0 %	100,0 %

Table 9. Annual expenditure of companies for the development of human resources

Investment	Small Enterprises	Medium-sized Enterprises	Large Enterprises	Total
No expenditure	75 %	46,4 %	5,3 %	43,1 %
Up to GEL 500	25,0 %	36,3 %	21,1 %	25,5 %
Up to GEL 500-1000	—	17,3 %	42,1 %	19,6 %
Up to GEL 1000-3000	—	—	10,5 %	3,9 %
Up to GEL 3000-5000	—	—	5,3 %	2,0 %
GEL 5000 and more	—	—	15,7 %	5,9 %
Total	100,0 %	100,0 %	100,0 %	100,0 %

Development of human resources requires considerable expenses that can be afforded only by big companies, while small and middle-sized enterprises can less afford it. Consequently, GEA intends to assist small and middle-sized enterprises to make considerable estimations for the development of human resources and further implement it successfully. The results have also revealed that the employers are not yet properly aware of their role and obligation towards the improvement of personnel's skills.

Table 10. Expenditure spent on the development of human resources

	Small Enterprises	Medium-sized Enterprises	Large Enterprises	Total
Insufficient	33,3 %	66,6 %	62,4 %	52,7 %
Average (normal)	44,5 %	33,3 %	31,3 %	36,8 %
Sufficient	20,0 %	—	6,3 %	10,5 %
Total	100,0 %	100,0 %	100,0 %	100,0 %

Only 10,5% of the companies believe that the expenses spent for the development of human resources are sufficient, while the majority (52,7%) of the enterprises consider that the sum spent on personnel is not sufficient. Despite this, due to the lack of financial resources they cannot change the situation.

The employers' requirement for the qualification of personnel was increased by the development of private sector and the introduction of new technologies. The proposals of employers in regard

to the improvement of the professional education system should be also taken into consideration. Namely, 70% of employers state that the private sector as well as the state should assist graduates in commencing professional life by suggesting them a job. 57% of companies' managers think that graduates must have an opportunity to apply their theoretical knowledge in practice and 27% points to the change of profile and acquirement of new speciality.

According to various researches, the following groups are less involved in adult education programs: aged persons, citizens of regions and disabled persons; gender distinctions, in this case, is unimportant.

Young persons are more interested and involved in education than elder (aged) people. As per the data of 2005, the average age of persons receiving any type of education is 26 (minimal 19, maximal 76); the main reason of not receiving adult education is the age; 46-49 is considered as an inadequate age for receiving any type of education, as declared by the respondents¹⁰.

According to 2005 data, adult education is more available for the residents of the capital city than the regions¹¹. As there are plenty of educational institutions in the capital and in big cities, and the cost of education and living is high there; the majority (88%) of short-term professional training, qualification-raising and training programs are conducted in the capital city, only the small part (12%) of them in big cities¹². The fact, that 27 professional training centers from 38 ones existing in Georgia at present have been located in the regions of Georgia, must partially have positive effect on the existing situation; this will contribute to the accessibility of education, reduction of migration and the economic development of regions.

Education is less available for the persons with special needs. One of the priorities of the Education Reform is to create legislative and structured environment at all levels of education for the groups with special needs; at present, in the field of secondary education the following processes are taking place in 10 pilot schools: introduction and piloting of inclusive education, architectural adaptation of schools, improving the quality of the information of society. Less actions are taken in relation to adult education; though, 20 trainers were trained in different fields of inclusive education, as well as school directors and teachers were re-trained in inclusive education.

In accordance with the vocational education standard, professional centers should create individual flexible programs for persons with special needs, tailoring the programs as per their educational requirements; to this respect only a few cases can be marked out, and hence it is difficult to speak about this tendency.

In future it is important to increase the involvement of the society in educational activities of the groups with special needs, as well as to introduce the standards and relevant methods of teaching, to train teachers on all levels of education.

Against the background of difficult social-economic problems, education fee/cost is one of the barriers of receiving education. By 2008 it will be possible to receive free of charge vocational education and participate in re-training programs in 38 professional centers throughout the whole territory of Georgia. The state finances teaching of 6 000 students in professional centers every year. In 2007-2008, within the framework of the state employment program, the re-training of around 3000 adults have been also financed; since 2005 the president programs have been

¹⁰ Source: CRRC, Data Initiative, 2004, 2005

¹¹ CRRC, 2004, 2005

¹² *dvv international & GORBI*

implemented in Georgia aiming at adults re-training and raising their qualification; in spite of such initiative, against the high requirements for adult education the problem is low quotas. The number of financed educational places is not sufficient.

For the purpose of professional consultations and career planning for citizens (at any age), professional training centers carry out **professional orientation**, the aim of which is to provide consultations to interested persons in regard to the opportunities of receiving professional education, future professional activities and employment conditions. In 2007 by the initiative of the Ministry of Education and Science of Georgia and the assistance of IOM, DVV International and FDHR, 15 specialists of professional orientation were prepared for a professional training center. This is a totally new initiative. In future the establishment of this system in all centers is intended. In addition to the provision of information, professional orientation facilitates the change of attitude towards professional education - in Georgia as well as in many other countries of the world, professional education is still less attractive and prestigious than higher education.

Today one of the priorities of the country is the **integration of the minorities** through education. To this effect, non-governmental sector has good initiatives. For instance, by the finances (500.000 Euro) of the European Union and Federal Republic of Germany, DVV International and its Georgian partners (the Union of Democrat Meskhs and the Georgia Adult Education Association) undertook pilot project, within the framework of which 2 adult educational centers (Public University) were opened in south multi-ethnic region of Georgia - Samtskhe-Javakheti. The goals of these centers are to promote the development of human potential of the region and therewith civil integration, by offering informal educational courses (professional training, civil educational, national language, computer courses, etc.). It is supposed that within the framework of 30-month project, up to the end of 2008, over 6.300 people will use educational services of the adult educational centers. By arranging public discussions on the questions significant for the community, these centers make their contribution to the improvement of governance in the region and making the population more active¹³.

In 2005 **Zurab Zhvania School of Public Administration** was established, which is a public institution for adult re-training and improvement of professional skills. This educational institution is especially oriented towards the representatives of ethnic minorities living in Georgia, aiming at increasing the share of their representatives in state administration and self-governments (through their training).

From other model projects and (special) target groups-oriented projects should be noted the one – establishment of the state language study training centers in 2 multi-ethnic regions of Georgia – Kvemo Kartli and Samtskhe Javakheti, that was carried out by the initiative of the Ministry of Education and Science of Georgia and by the support of the donors.

No profound changes have been made yet for the **quality assurance** of adult education, though there are some activities in progress:

a) **Programs**

For the assurance of the quality of interim vocational programs, the local and international experts and employers are involved in the elaboration of the programs; e.g. the Embassy of the Netherlands in Georgia and PUM were involved in the process of working out and reprocessing of vocational education programs; Since 2003 GTZ, by order of International Development Ministry of Germany (BMZ), has been implementing regional project, the aim of which is to

¹³ Life-long learning and Georgian Reality, DVV International, 2006-2008

facilitate the reprocessing of teaching programs for agrarian colleges, retraining of teachers and arranging demonstrative/model plots.

In 2007, within the framework of the state employment program, 84 three-month programs prepared by 16 professional centers were estimated (through estimation procedures) in the National Curriculum and Assessment Center; the evaluation is used for the reprocessing of the programs.

From 2008 the National Curriculum and Assessment Center will work out standard vocational education programs based on the orientation defined by the center itself: teaching orientation on results, reflecting labor market requirements, introduction of modern methods of teaching and evaluation, practice orientation. Vocational programs will be created based on professional standards; employers and experts will take part in the elaboration of standards and educational programs that will contribute to the reflection of labour market. Employers, social partners and experts will be also involved in this process.

Quality assurance system has been already introduced in some professional centers that facilitates the maintenance of the quality of teaching and curricula, though this system is at the initial stage of development.

b) Teachers and methods of teaching

In addition to the traditional methods of the development of competences corresponding to current requirements, it is necessary to introduce **new type of educational strategies and approaches**. In particular, it is necessary to retrain teachers in following directions: organization of adult education, up-to-date approaches of teaching and evaluation in a class environment and at the place of practice.

There are some separate programs (but not many) being implemented by the state and non-governmental organizations by the support of the Ministry of Education and Science of Georgia; the programs are oriented towards the introduction of modern tendencies and interactive methods of teaching in the field of adult education, mentoring and the analysis of the sphere of adult education.

First of all, should be indicated the joint initiative of *dvv international* and the Adult Education Association of Georgia (AEAG), within the framework of which since 2006 around 10 Georgian trainers (along with Armenian and Azerbaijani counterparts) have been improving their professional skills every year in the Andragogy's Summer Academy, where Baltic and German specialists are invited as trainers. By the participation of Georgian specialists, on the initiative of the Adult Education Association of Georgia, a short-term training program (60 training hours) of practitioner andragogical specialist was elaborated in this Academy. The program has been already approved, and in 2008 it is supposed to re-train first groups of teachers of public institutions of professional education in the methods of adult teaching (andragogy), by the support of the Ministry of Education and Science of Georgia.

It should be also indicated that in 2006, within the framework of the project of International Organization WORLD Learning and USAID, the directors of professional centers were trained in new methods of management by Oklahoma Training Center, USA; the masters (in total 55 masters) of welding, metalwork and electric and computer equipment repairing work were trained in modern teaching methods.

By the organization of the National Curriculum and Assessment Center and by the financial support of the Ministry of Education and Science of Georgia, 50 teachers were trained in modern methods of teaching and evaluation; 25 teachers were trained in the elaboration and renovation of curriculum. 11 teachers of tourism speciality got training in programs renovation and new methods of teaching in Greece; 60 teachers (computer system operators) from professional training centers were re-trained by Tbilisi IT Professional Training Center in programs renovation and new methods of teaching.

From 2004 to 2007, the number of pedagogic personnel of secondary professional educational institutions were reduced from 3608 to 3158 in the state educational institutions and increased from 927 to 1646 in paid educational institutions.

Table 11. The number of pedagogic personnel of secondary professional educational institutions in 2004-2007

	State Educational Institutions			Private Secular (Paid) Educational Institutions		
	2004/5	2005/6	2006/7	2004/5	2005/6	2006/7
Pedagogic personnel	3608	3462	3158	927	1211	1646
On the staff	2478	2489	2197	345	349	617

Source: Department of Statistics, 2007

Adult education is not considered as a separate profession yet in Georgia and the higher educational institutions do not graduate students with such qualification.

4. Adult Literacy

In modern world, one of the common interpretations of the notion literacy is the ability of an individual to read, write and speak at his/her native language, make estimations and solve problems in such skilled manner that is required for his/her activities in the workplace and society, achieve his/her goals and develop his/her knowledge and potential.

Unfortunately, no respective researches have been conducted in Georgia during the Soviet period and after the independence of Georgia as well, through which the level of the literacy of the population would be evaluated. The past and current estimations use the notion “level of education”, that is determined by the correlation of the population of different levels of education. Specifically, this rate determines the number of individuals having primary, basic, secondary general, professional, unaccomplished higher and higher education within the population (per 1000 people) of the age of 6 and more. The data, as per the materials of population descriptions conducted in 2002, are shown in table below:

Table 12. The education level of the population of the age of 6 and over per 1000 individual

	1989		2002	
	Female	Male	Female	Male
Primary	162	149	146	145
Basic	129	135	96	101
Secondary General	294	316	294	315
Professional	164	149	155	107
Unfinished Higher Educ.	19	22	26	31
Higher Education	121	133	191	189

Source: Department of Statistics, 2006

It should be noted that in the Soviet period in Georgia, the rate of the involvement in general education was almost 100%. The same situation is today. According to the changes made to the Constitution of Georgia on 27 December, 2006 (No. 4135 - RS), the primary and basic educations are compulsory. General education is fully financed by the state under the rule established by the law. Citizens have a right to receive professional and higher education through the state financing under the rule determined by the law. From this perspective, the category of illiterate adults almost does not exist in Georgia, the share of persons having professional and higher education is high. Among the republics of the former Soviet Union, Georgia was distinguished by a perfect education and high level of training of the population and workforce. But after the collapse of the Soviet Union, the best professionals left Georgia and went to Europe, United States, Russia and Ukraine to work (US Department of State, 2007 Investment Climate Statement - Georgia).

The level of the literacy of the population of Georgia is evaluated extremely highly by different international organizations. By an expert evaluation of the USA State Department (World Factbook, 2007), the level of the literacy of the population constitutes 99% (men – 100%, women 98%). The source determines the level of literacy as the share of the population (able to write and read) of the age 15 and over. The evaluation is based on 2004 data.

According to the regular evaluation of the United Nations Organization (United Development Reports, UNDP, 2007), the Human Development Index of Georgia is 0,754, according to which Georgia is on the 99th place among 177 countries. This index is calculated based on 2005 data. The two components from the four of this index are connected with education. As per the adult literacy rate, Georgia is on the first place and this rate is 100%.

Table 13. Human Development Index (as per 2005 data)

HDI Significance	Life Expectancy at birth (years)	Level of Adult Literacy (% of the Population of the age of 15 and more)	The Whole Rate of the Involvement in Primary, Secondary and Higher Education (%)	Per Capita (PPP US\$)
1. Iceland (0.968)	1. Japan (82.3)	1. Georgia (100.0)	1. Australia (113.0)	1. Luxembourg (60,228)
95. Paraguay (0.755)	94. Egypt (70.7)	2. Cuba (99,8)	71. Tunis (76.3)	118. Honduras (3,430)
95. Georgia (0.743)	89. Georgia (70.7)	3. Estonia (99.8)	72. Georgia (76.3)	119. Georgia (3,365)

Source: UNDP, Human Development Report, Country Factsheet, Georgia 2007

It should be noted that this is based on the data/information provided by the countries coming in this classification.

Though, the international adult literacy survey of 22 countries (International Adult Literacy Survey, 1994-1998, OECD) showed such results that cast doubt on the evaluation methods of literacy. This research (16-65 years old representative groups were tested) revealed that the level of literacy in 9 industrial countries is lower than their level in UNDP classification.

In the conditions of the strict requirements of current phase of development, the above data about the level of literacy in Georgia do not correspond to the real picture too. Especially taking into account the fact that before the beginning (2004) of the education reform in Georgia, the level of education was extremely lowered. In general education schools the level of teaching was extremely low, programs were not in compliance with current requirements, methods of study-teaching were outdated. Professional and higher education was almost entirely isolated from labor market and the content of teaching was not adequate to the changes ongoing in employment sphere, programs did not correspond to modern standards. Instead of purposeful formation of the abilities/capacities required for further activities, the archaic system of knowledge transmission was dominant.

According to the International Reading Literacy Development Study/Research in 2006 (PIRLS), the results of the pupils of Georgian schools were lower than the average rate/showing. **In parallel to the ongoing education reform, it is required to conduct appropriate research that will evaluate the real level of literacy of adult population in the country. The results of such type of researches will help in revealing the existing problems and in making the reformation tasks more precise.**

5. Conference Expectations, Future Perspectives and Challenges

From CONFINTEA VI, Georgia expects that active meta-discussions will be conducted between the Conference delegates (official representatives of governments, non-governmental and civil society representatives, adult education experts, etc.), and there will be exchanged and analyzed information on new tendencies and priorities of adult education within the national, European and global framework.

CONFINTEA VI is the so called inter-governmental Conference of II category, i.e. the final decisions and the stated recommendations of the Conference are to be taken into consideration by UN member states. Therefore, it is expedient that in final documents, adopted by the Conference, be emphasized such questions that will affect positively on the adult education problems in municipal, national, European and global context. Georgia is interested in appropriately bringing forward its problems of adult education in the work process of the Conference and in its final documents.

Some of the important problems and challenges actual for Georgia and supposedly, some of them relevant to international community's and region states are as follows:

- Adult education in Georgia is not officially interpreted and regulated on a legislative level. On the one hand, due to this, **sartorial policy is not yet elaborated** on a central level, and on the other hand, local self-governments do not consider adult education as their task. Consequently, the financing of adult education on a public level is little (besides the professional re-training of the unemployed, only a few target initiatives can be marked out). It is essential to give more opportunities of adult education to the representatives of different risk-groups (refugees, national minorities, persons with special needs, etc.) and to make target programs and funding more

accessible. It is hoped that the adequate response to these challenges in Georgia will be a strategy of lifelong learning; working on this strategy began in the country in 2008.

- **Introduction of constant statistical recording** is essential (and in the nearest future it may become as one of the challenges) for the definition of the level of citizens' involvement in (formal and informal) adult education, making relevant analysis and for further elaboration of adequate policy. The introduction of national statistical accountability in adult education will not only promote the growth of transparency and the comparison with other European states, but it will set a basis for the analysis of the existing deficits and gaps and for their further eradication. It is desirable if Georgia, while gathering statistical information, will follow the rules/indicators of reports preparation already existing in Europe.

- Elaboration of **National Qualification Framework (NQF)** provided for by the law on professional education should be a significant stimulus for the promotion of adult education that should be based on the principle of lifelong learning. Besides, it will be significant to **introduce practically the mechanisms recognizing informal education** (provided for by the same law). Under the auspices of the Ministry of Education and Science of Georgia, working to both directions actively began in 2008.

- For the purpose of enhancing the conception of the **significance of adult education, popularization and advocacy** of this field is required in wide sections of the population (raising motivation) as well as in employers, professional unions and in other associations of interests. **The goal should be the enhancement of social partnership in adult education and elaboration of multi-channel financing models of adult education programs.**

- For the improvement of the quality of adult education and for its steady development in the country, it is essential to work on the **development of andragogy, as a science and profession**. To this effect, higher academic educational institutions should perform a particular role. In parallel to the significance of theoretical principles, attention should be also paid to the fact that the real existence of adult education institutions, for the most part, represents the lively, practical activities of those people, who organize various types of courses, training programs and seminars. In addition to the above, it is important to create operational system of quality assurance of adult education and introduce the mechanism of quality assurance in the country. In this context, the following questions are of great importance: educational programs and their accreditation, trainers qualification, educational standards, teaching and evaluation methods, teaching environment, etc.

- It is essential to create a **unified information and consultation system/network of adult education** in the country, which will include the existing services of professional orientation and career planning, and provide adult population with information and qualified consultations on formal or informal education.

- In the process of the formation of the policy in adult education, it is extremely important to acknowledge the **importance of general and civil adult education** in parallel with the recognition of adult formal and informal professional education/training. This is high-priority for not only national economics, but also for the improvement of the quality of human life in general. Knowledge-based society cannot be formed and cannot be ready for new challenges if the members of the society, apart from professional competence, will not be active citizens.

- At the same time, being an active citizen is not possible without a self-realization and success at labor market. Therefore, the **integration function of adult education** should be recognized and the implementation of purposeful policy should be placed on the agenda that will help

individuals of any age in the development of the so called main competences for work and lifelong learning.

Attachment I.

Members of the Working Group in charge of developing the National Report on Adult Education:

a. MINISTRY OF EDUCATION AND SCIENCE OF GEORGIA:

Lela Maisuradze – Programs/Projects Division – Team leader (head of the working group)

Nani Dalakishvili - Programs/Projects Division

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Jana Koiava – Legal Department;

Irina Abuladze – Cabinet of Minister

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Ms. Ketevan Kandelaki and Ms. Tamar Kapanadze – From the Georgian National Commission on UNESCO issues, provided significant support to the Working Group during the Report development process.

Attachment II

Local and International Organization that provided us with information during the report development process.

Public Institutions	Educational Institutions	International Donors	Other NGOs
Ministry of Economic Development	Ivane Javakhishvili Tbilisi State University	Local UN Agencies	Trade Unions
Ministry of Finances	Ilia Chavchavadze State University	Eurasia Foundation	Association for Adult

			Education
Ministry of Justice -Penitentiary and Probation Training Center	Technical University of Georgia	British Council	Strategic research and Development Center
Ministry of Agriculture	State Medical University	GTZ	Caucasian House
Ministry of Refugees and Settlement of Georgia	Georgian Institute for Public Affairs (GIPA)	EC Delegation	Consultation and training Center
Ministry of Labor, Health and Social Affairs	European School of Management (Tbilisi)	“Open Society” Georgia foundation	Multiethnic Resource Center
Ministry of Internal Affairs of Georgia - Academy	Caucasus Business School	CHF	<i>dvv international</i> –Project Office Georgia
The Parliament of Georgia	The Tinatin Tsereteli State and Law Institute of the Academy of Science of Georgia	Care Georgia	Lawyers’ Association
Office of the Prosecutor General	Goethe Institute	OSCE	Association of Economists
Chamber of Commerce	Police Academy	USAID	Federation for professional Accountants and Auditors of Georgia
High School of Justice	Training Center of Justice	World Bank	Young Lawyers’ association
Ministry of Foreign Affairs of Georgia	Kobuleti Professional Lyceum		Caucasian Institute
	Kutaisi center for Professional education		Fund “Multiethnic resource center for Civil Education Development”

Population of Georgia for the beginning of the year (thousands)

Year	Total population			<i>Including: age groups of 15 and above</i>		
	Both sexes	Male	Female	Both sexes	Male	Female
2002*	4371,5	2061,7	2309,8	3455,5	1590,9	1864,6
2003	4342,6	2046,6	2296	3457,3	1591,0	1866,3
2004	4315,2	2032,1	2283,1	3458,4	1589,9	1868,5
2005	4321,5	2036,7	2284,8	3487,4	1605,1	1882,3
2006	4401,3	2083,9	2317,4	3591,4	1663,2	1928,2
2007	4394,7	2079,5	2315,2	3615,6	1673,5	1942,1

* According to the population census data.

Source: The Department of Statistics.

GDP in the current prices

	2003		2004		2005		2006	
	Million GEL	Percentage						
GDP	8564.1	100	9824.3	100	11621.0	100	13783.9	100
Incl. Education	278.0	3.25	344.1	3.50	382.0	3.29	492.7	3.58

Source: The Department of Statistics.

State Budget Expenses

	2003		2004		2005		2006	
	Million GEL	Percentage						
State Budget Expenses	1522,1	100	2412,2	100	3280.8	100	4464.1	100
Incl. Education	176,9	11,6	289,1	12.0	288.7	8.8	414.2	9.3

Georgia

Source: Ministry of Finance of

The structure of the average monthly expenses of the households

	2004		2005		2006	
	Million GEL	Percentage	Million GEL	Percentage	Million GEL	Percentage
Total expenses	385,6	100	389,7	100	415,8	100
Incl. consumer cash expenses	249,9	64,8	270,4	69,4	291,3	70,1
Expenses on Education, Culture and Vacation	6,7	1,7	8,0	2,1	9,5	2,3

The structure of the average monthly expenses per household.

	2004		2005		2006	
	GEL	percentege	GEL	percentege	GEL	percentege
Total expenses	379,1	100	382,6	100	413,4	100
Incl. consumer cash expenses	245,7	64,8	265,4	69,4	289,6	70,1
Expenses on Education, Culture and Vacation	6,6	1,7	7,9	2,1	9,4	2,3

Source: Department of Statistics