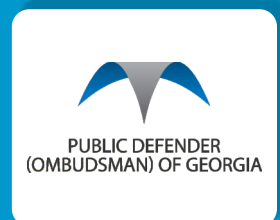


PUBLIC DEFENDER OF GEORGIA CHILD'S RIGHTS CENTRE

SPECIAL REPORT ON MONITORING OF PRESCHOOL INSTITUTIONS



2014



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Monitoring Report on Preschool Institutions

Introduction

The present document represents a special report highlighting the outcomes of the monitoring mission to preschool institutions conducted by the Centre for Child's Rights at the Public Defender's Office of Georgia from 1 May 2014 to 31 January 2015 within the frames of *Empowering the Centre for Child's Rights* supported by the United Nations Children's Fund (UNICEF) in Georgia.

Monitoring of preschool institutions¹ was conducted with respect to such fundamental principles as accurate information, protection of confidentiality, trust and confidence, do no harm, impartiality, neutrality, sensitivity and professionalism.² In addition, Concluding Observations on the Rights of the Child of 28 June 2000 and 23 June 2008 developed by the UN Committee on the Rights of the Child (CRC) were often used as references during the monitoring process. In fact, the monitoring mission looked at the extent to which the recommendations³ underscored in aforementioned documents were implemented in preschool institutions. The mission used the principles of systemic and in-depth monitoring as well as on the principles of appropriate treatment and non-discrimination.

It is relevant that the first ever systemic monitoring of preschool institutions in Georgia has been conducted in the frames of this project and within the mandate of the Public Defender.⁴ Following 61 preschool institutions were selected using a random selection method:

- Kazbegi municipality – childcare and kindergartens in Stepandtsminda, Gergeti, Arsha, Sioni, Goristsikhe, Achkhoti
- Zemo Svaneti – Childcare/kindergartens No1 & 2 of Mestia, childcare/kindergartens of the villages of Etseri, Muzhali, Tsvirmi and Iatali
- Childcare/kindergartens of Khulo and Shuakhevi
- Childcare/Kindergartens of Keda and the village of Zundagi
- Akhmeta municipality - childcare/kindergarten of Matani No1, Kistauri childcare/kindergarten No1, childcare/kindergartens of the villages Ozghio, Shua Khalatsani, Dumasturi, Koreti and Tsinaubani;
- Childcare/kindergartens N9 and 10 of the village of Bodbiskhevi and the village of Magharo childcare/kindergarten (Sighnaghi municipality)
- Childcare/kindergartens of the city of Ambrolauri and the village of Nikortsinda;
- Childcare/kindergartens of Oni and Ghari
- Childcare/kindergarten N2 of the city of Telavi, childcare/kindergartens of the villages of Kisiskhevi and Vanta

¹ For the sake of this methodology the term 'preschool institution' implies both kindergartens and childcare

² The UN High Commissioner on Human Rights in the Textbook on Human Rights Monitoring, series of professional trainings No7, Chapter 5, guiding principles, p. 87, Geneva, ISBN 92-1-154137-9

³ <http://www.refworld.org/type,CONCOBSERVATIONS,CRC,GEO,3ae6afc88,0.html>
<http://www.refworld.org/type,CONCOBSERVATIONS,CRC,GEO,4885cfab0,0.html>

⁴ Articles 12 and 18 of the organic Law of Georgia on Public Defender

- Childcare/kindergartens N2 of Samtredia municipality, N1 of Tskaltubo municipality and childcare/kindergarten of the village of Maghlaki
- Childcare/kindergartens N1 of Terjola municipality and No6 of Mtskheta municipality;
- Childcare/kindergartens N12, 17, 20 and 22 of the city of Batumi;
- Childcare/kindergartens N13, 17 and 18 of the city of Kutaisi;
- Childcare/kindergartens N6, 48, 71, 117, 98, 91, 170, 60, 205, 45, 201, 16, 136 of the city of Tbilisi.

Key members of the Monitoring Group:

Maia Gedevanishvili – The head of the Centre for the Child’s Rights at the Public Defender’s Office;

Mariam Bochorishvili – A lawyer of the joint Empowering the Centre for Child’s Rights of UN Children’s Fund (UNICEF) and the Public Defender of Georgia

Mariam Janiashvili - A lawyer of the joint Empowering the Centre for Child’s Rights of UN Children’s Fund (UNICEF) and the Public Defender of Georgia

1. Monitoring Methodology

1.1 The Goal of the Monitoring

The goal of the monitoring was to assess the extent to which the rights of the underage beneficiaries of municipal preschool institutions are protected. The monitoring feeds in to achieving a bigger goal aiming at developing recommendations and proposals for improving conditions of preschool age children and increase accessibility and effectiveness of preschool institutions.

1.2. Stages of Implementation

Planning of the monitoring

On a planning stage key members of the monitoring group and institutions to monitor were selected and a monitoring standard and instruments developed.

On the first stage of the planning process respective local self-government territorial units were selected, while on the second stage preschool institutions to monitor were identified as a result of randomised selection method.

Carrying out of the monitoring

The monitoring mission focused on the implementation of the following fundamental rights:

- The right to preschool education and the quality of implementation;
- The quality of implementation of the right to be protected against violence and other forms of mistreatment;
- The rights to equality, appropriate treatment and non-discrimination;

- Respect to children's participation and their best interests;
- Individual approach to every child in preschool institutions;
- Safe and child friendly environment;
- Adherence to hygienic rules and standards;
- Organizational food safety

The following methods were used during the monitoring of selected preschool institutions:

(1) The project team interviewed administrative and professional staff of the selected preschool institutions as per qualitative and quantitative social research methods. Overall 350 teachers and 120 administrative staff were interviewed.

Quantitative method - Interviews with both professional and administrative staff were conducted using specially designed questionnaires designated for individuals with various responsibilities and statuses. The questions of the survey concerned the issues related to accessibility of preschool education, individual approaches, responding to violence and discrimination against children, aspects of violence and practice of corporal punishment against children etc.

Qualitative method - Teachers at preschool institutions were interviewed with semi-structured questionnaires using the qualitative method of content analysis. In order to identify themes and samples from the data obtained as a result of interviews, the findings were analysed based on a thematic method.

(2) **Interviews with Beneficiaries** - The interviews with the beneficiaries with the help of semi-structured questionnaires were also a part of qualitative method. Interviewers had the authority to modify any of the questions to tailor it to individual needs or interests of the respondents. .

The interviews with the beneficiaries were consensual respecting the right of the child to express herself/himself, to be respected while doing so and his/her best interests. Interviewer would terminate an interview at any stage if a child seemed tired, anxious or not interested to continue with an interview.

(3) **Visual assessment of the facility** - The monitoring team conducted a visual assessment of group cells, kitchen and medical facility in order to establish the quality of safe and child friendly environment, realisation of the right to preschool education, teaching methods, health and hygienic conditions, nutrition, psycho-social and individual development and protection of a child's interests.

(4) **Examination of obligatory documentation on beneficiaries** – the monitoring team examined statutes of the preschool facilities, orders/resolutions of directors or other individuals in charge as well as other obligatory documentation.

1.3. Processing the data obtained as a result of the monitoring mission and developing responses

The information and factors of violation obtained and revealed as a result of the monitoring missions were further processed based on the following methods and measures:

- **Recommendations and proposals⁵** –Developing relevant recommendations and proposals for prevention and elimination of any identified case of either individual or collective

⁵ Article 21 of the organic Law of Georgia on Public Defender

violation and abuse, to be submitted to relevant central/local authorities. Three major recommendations/proposals were prepared by the monitoring mission.

- **Case Processing⁶** – Every case of violation revealed through the monitoring process will be processed individually in order to retrieve necessary information/explanation from relevant central/state authorities. Overall 30 cases were processed individually based on the violations identified by the monitoring mission as a result of which around 70 official correspondences were submitted to respective state authorities.
- **Monitoring of Implementation** – The monitoring team followed up to the implementation of recommendations and proposals submitted to relevant authorities. It was identified that they were partially implemented by those who were in charge.
- **Report** – The presented report has been developed based on the findings of the monitoring mission.

2. Key legal Instruments of the Monitoring

Analysis of legal framework - The following legal domestic and international instruments in the process of the monitoring of the preschool institutions

- The Constitution of Georgia
- The UN Convention on the Rights of the Child
- The Universal Declaration of Human Rights
- The UN Declaration on the Rights of Persons with Disabilities
- The Convention for the Protection of Human Rights and Fundamental Freedoms
- The International Covenant on Economic, Social and Cultural Rights
- Council of Europe Convention on the Protection of Children Against Sexual Exploitation and Sexual Abuse
- Law of Georgia on the Protection of Personal Data
- Law of Georgia on General Education
- The Order of the Minister of Education and Science of 11 November 2008 on *Approving the National Objectives for Preschool Education*
- The Joint Order N152/n-N496-N45/n of 31 May 2010 of the Ministers of Labour, Health and Social Protection, Internal Affairs and Education and Science
- The Order N308/n of 2001 of the Minister of Labour, Health and Social Protection on *Approving Sanitarian Rules and Norms for Organising, Equipping and Establishing Labour Regime of Preschool and General Education Institutions*
- The Resolution N78 of 15 January 2014 by the Georgian Government - *Technical Standing Order for Approving Sanitarian Nutritional Rules and Norms at Preschool Institutions*
- The Order 303/N of 2001 of the Minister of Labour, Health and Social Protection on *Approving Conditions for Preserving Especially Non-durable Products*

⁶ Article 21 of the organic Law of Georgia on Public Defender

- The Resolution 520-IS of 28 September 2000 on *Obligatory Health Certificate in Preschool, General Education and Higher Education Facilities*
- *Action Plan for Child Welfare and Protection for 2012 – 2015* approved by the Resolution 762 of the Government of Georgia on 24 April 2012
- Council of Europe Convention on Access to Official Documents
- Other domestic/international legal acts on the rights of the child.

3. Legal Framework

Article 35, Paragraph 3 states following: “The State is responsible for ensuring preschool education as per the established legal procedure”. This constitutional regulation obliges the state to ensure effective functioning of preschool education institutions, access to early and preschool education and safe and child friendly environment in the country’s preschool institutions as one of its positive responsibilities, while, on the other hand, the State shall, as its negative responsibility, prevent illegal and irrelevant interventions in this protected area

One of the most powerful international instruments is the UN Convention on the Rights of the Child. According to Article 2, Paragraph 1 and Article 3, Paragraph 1 and Article 4, signatory states to the convention shall ensure full realisation of the rights of children in educational institution regardless of nationality, or ethnic and religious affiliation.

According to Articles 52 and 57 of the Concluding Observations by the UN Committee on the Rights of the Child on 28 June 2000 and 23 June 2008 respectively, the State shall undertake relevant measures to improve realisation of the rights of children in their early years in preschool institutions⁷ including infrastructure and educational activities in these institutions.

Human Rights Action Plan of Georgia (Annex 1) was approved by the Article 1, paragraph a of the Resolution 445 of 9 July 2014 of the Government of Georgia on Approving Human Rights Action Plan (for 2014-2015) and Setting up a Coordination Interagency Council and Approving its Statute for Implementation of the Human Rights Action Plan (for 2014-2015). According to Paragraph 13.2.5.2 of aforementioned Plan issues related to violence against children should be incorporated in preschool educational institutions and their curricula and special informal educational programmes developed and made accessible. In addition, Paragraph 13.6.1.3 states that basic standards for health, sanitation and feeding should be implemented in preschool institutions. In order to ensure the above said, preschool policy should be developed and implemented on the local level (Paragraph 14.1.5.2).

Standard for Protection from Violence and other Kinds of Inappropriate Treatment

The right of the child to be protected from violence, abuse and other kinds of inappropriate treatment is enshrined in many international conventions, covenants and other relevant documents.

More than dozens of international treaties developed after the adoption of Universal Declaration of Human Rights, booster the rights of the child to be protected from violence and other inappropriate treatment. One of the most important international instruments is the International Covenant on Civil and Political Rights. According to Article 7 of the document

⁷ <http://www.refworld.org/type,CONCOBSERVATIONS,CRC,GEO,4885cfab0,0.html>

no one shall be subjected to torture, or to cruel, inhuman or degrading treatment.

The committee which was formed on the basis of the International Covenant on Economic, Social and Cultural Rights in its General Comment 13 highlighted the inconsistency not only between violence against children and the Covenant, but also with the fundamental guiding principles of international human rights law.⁸ In addition, European Court of Human Rights in its case law has repeatedly stated its negative attitude towards violence against children and inappropriate treatment.⁹

One of the most powerful international documents in the area of child protection from violence and other kinds of inappropriate treatment is the United Nations Convention on the Rights of the Child, which determines the key responsibilities of the signatory countries for ensuring the rights of the child from violence and abuse. Article 19 of this instrument states that 'States Parties shall take all appropriate legislative, administrative, social and educational measures to protect the child from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse, while in the care of parent(s), legal guardian(s) or any other person who has the care of the child'.

The UN Committee on the Rights of the Child (CRC) further clarifies the responsibilities of the states mentioned above. In its General Comment 8 of 2006, the CRC outlines the State's responsibilities to eliminate all kinds of violence and mistreatment against children and minors.¹⁰ The aforementioned comment states that under no circumstances shall discipline contain elements of violence in child education institutions. Unlike discipline, violence causes pain, discomfort and feeling of being degraded and humiliated.

In 2014 Georgia acceded the Council of Europe Convention on the Protection of Children from Sexual Exploitation and Sexual Abuse. Article 4 obliges the signatory countries to undertake relevant legislative or other measures to prevent all forms of sexual exploitation and protect children.

On the local level, the right of the child to be protected from violence, abuse and other kinds of inappropriate treatment in preschool institutions as well as the importance of preventative measures against violations of the child's rights are enshrined in the Joint Order N152/n-N496-N45/n of 31 May 2010 of the Ministers of Labour, Health and Social Protection, Internal Affairs and Education and Science on *Approving Referral Procedures for Child Protection*. Articles 4.1, 5 (A), (B) and (C), and 6.2 oblige preschool institutions to identify a child victim of violence, evaluate his/her situation and refer the victim to appropriate services based on the agreed referral procedures. Therefore, central/local authorities must ensure that teachers and care givers are adequately trained in preventing and referring the cases involving violence against children, referring such cases to relevant services/agencies and managing children with challenging behaviour.

The standard for individual treatment and preschool education

One of the international foundations of this standard is the UN Convention on the Rights of the Child. Article 28(1) of the Convention guarantees the right to quality education for every child. The right to quality education is further reinforced by Article 13(1) of the International Covenant of Economic, Social and Cultural Rights which enshrines the universal right to education.

⁸ General Comment No. 13 (Right to Education), Committee on Economic, Social and Cultural Rights, 1999, Para. 41.

⁹ *Tyrer v. the United Kingdom*, ECHR, Application no. 5856/72, 1978; *A v. the United Kingdom*, ECHR, Application no. 100/1997/884/1096, 1998; *Nencheva and others v. Bulgaria*, ECHR, Application no. 48609/06, 2013.

¹⁰ General Comment N 8, the Right of the Child to Protection from Corporal Punishment and other Cruel or Degrading Forms of Punishment, Committee on the Rights of the Child, 2006, Para. 2.

Based on the analysis of Article 17.1, Paragraph A of the European Social Charter, in order to ensure children's and youth's right to be raised in an environment which supports the full development of their physical and mental capacities, the States shall take responsibilities to undertake all necessary measures to develop and maintain relevant instruments for child development and preparation.

Standards for individual treatment and preschool education include individual treatment of beneficiaries with disabilities and provision of relevant educational environment suitable for the special needs of such students. This standard is enshrined in Article 23(2) of the UN Convention on the Rights of the Child which obliges the state parties to ensure that children with disabilities enjoy special care as their right using available resources.

Yet another relevant international document concerning the rights of persons with disabilities is the UN Convention on the Rights of Persons with Disabilities. Article 7.1 of the Convention states, that signatory country shall take necessary measures to ensure the full enjoyment by children with disabilities of all human rights and fundamental freedoms on an equal basis with other children. At the same time, Article 8.2 (Paragraph B) of the Convention obliges the signatory countries to foster at all levels of the education system including all children from an early age, an attitude of respect for the right of persons with disabilities. In addition, in order to ensure the right to access, Article 9 of the Convention states that all state parties shall take all necessary measures to ensure to persons with disabilities an access to an equal basis with others to the physical environment and other services.

The Order 958 of the Minister of Education and Science of Georgia of 11 November 2008 on Approving National Goals for Preschool Education and Care is among the most important instruments in the area of preschool education. The Order reinforces the right of the child to accessible early and preschool education as well as their right to individual treatment.

Standard for safe and relevant physical environment and Infrastructure

In accordance to Article 3, Paragraph 3 of the UN Convention on the Rights of the Child, the state parties are responsible to ensure that the institutions, services and facilities responsible for the care or protection of children shall conform with the standards established by competent authorities, particularly in the areas of safety, health, in the number and suitability of the staff, as well as competent supervision.

The standard of safe and relevant physical environment in preschool education institution is enshrined by the Order 308/N of the Ministry of Labour, Health and Social Protection on 16 August 2001 on *Approving the Norms for Equipping and Establishing Health and Sanitation Standards in Institutions of Preschool and General Education*. Aforementioned order approves the standard for organising, functioning and exploiting preschool institutions (nurseries, kindergarten, nursery-kindergartens). The standard of accessible safe and adequate physical environment obliges preschool institutions to meet relevant standards in terms of infrastructure, sanitation and technical arrangement, group rooms and kitchen, personal hygiene of the staff.¹¹

The Standard of Sanitation and Hygienic Norms

The standard of sanitation and hygienic norms implies that safe hygienic conditions and adequate health norms should be ensured at preschool institutions.

¹¹ Articles 4, 5, 7, 9 and 10 of the Order 308/N of the Ministry of Labour, Health and Social Protection on 16 August 2001 on Approving the Norms for Equipping and Establishing Health and Sanitation Standards in Institutions of Preschool and General Education.

On the international level the right of the child to health is enshrined in the UN Convention on the Rights of the Child Article 24, Paragraph 1 of which puts the responsibility on the member states to recognize the right of the child to the enjoyment of the highest attainable standard of health.

Issues related to child protection are also referred to in the International Covenant on the Economic, Social and Cultural Rights. According to paragraphs B and D of Paragraph 3, Article 12 of the Covenant, signatory countries shall recognize the right of every individual to highest attainable standards for healthcare. In order to ensure these standards, signatory countries shall undertake all effective and timely measures to implement all aspect of sanitation in the field of healthcare.

The Order 308/N of 16 August 2001 of the Minister of Labour, Health and Social Protection on Approving the Norms for Equipping Preschool and General Education Institutions and Establishing the Sanitation Rules of Work Process specifies the standards for health and sanitation standards in preschool education institutions on a domestic level. Article 5, Paragraph 20 specifies that every preschool institution should have a medical cabinet and a laundry room. Also, in order to ensure containment of sick children first floor of such facilities should have a separate room with its own exit door. According to Article 20, Paragraph 2 medical personnel shall be responsible for daily supervision over child nutrition physical activities, recreation, anti-epidemic measures and adherence to established norms of education and care.

In addition based on Article 8, Paragraphs 1, 3 and 4 preschool facilities shall be provided with high quality drinking water, sewage system and running hot water. Also, kitchens, laundries and playrooms for young children (I group) shall be provided with running hot water through a dividing tap.

Standard for Organisational Rules for Nutrition

In accordance with Article 24, Paragraph 2, Paragraph C of the UN Convention on the Rights of the Child, signatory countries shall undertake all necessary measures for providing children with adequate nutritious food and clean drinking water. It should also be noted that the UN Committee on the Economic, Social and Cultural Rights in its General Comment 12 (1999) explains that the right to adequate food is realised when every child have physical and economic access at all times to adequate food or means for its procurement.

As per the Article 12 of the Resolution 78 of 15 January 2014 of the Government of Georgia on *Approving Sanitation Norms and Rules for Nutrition in Preschool Institutions* every preschool institution shall adhere to the key recommendations for the safety of nutrition developed by the World Health Organisation while Article 3, Paragraph 1 of aforementioned Resolution states that every preschool institution should have a prepared menu for two weeks and a list of special meals. Also, the same article specifies the need of daily control over the quality of food in preschool institutions. In addition, representatives of the preschool institutions (nurseries and kindergartens) should advise parents/legal representatives of their beneficiaries on organisation of child nutrition and inform on menus available at their institutions.

Standard for relevant documentation – As for the legal standards for obligatory documentations in preschool childcare institutions, upon accepting a child in such institutions a doctor, together with other relevant documentation, shall also collect additional information from parents on child's health condition, behaviours or specific traits.¹² Such information shall then be compiled in a child's

¹² Article 14, Paragraph 1 of the Order 308/N of 16 August 2001 of the Minister of Labour, Health and Social Protection on Approving the Norms for Equipping Preschool and General Education Institutions and Establishing the Sanitation Rules of Work Process **11 |**

personal development record and medical history - Form 026.¹³ These records should be kept by teachers at preschool childcare facilities. In addition, a head and administration of the Centre of Kindergartens Union shall keep files on educational/recreational programmes of preschool child care institutions, performance evaluation documents for staff and official agreements signed by parent(s)/legal representative(s) and the preschool facility on enrolment of a child in such institution.

Responsible Authorities – As per Article 16, Paragraph 2, Paragraph I of the Organic Law of Georgia on Local Self-Government establishment of preschool educational institutions, approval of their statute, appointment of a person responsible for the representation and control of their affairs represent its own and exclusive competence of the local self-governments. Therefore, representative and executive bodies of the local self-governments are responsible for relevant, safe and adequate provision of preschool child care.

On the other hand, the Georgian Ministry of Education and Science is responsible for developing teaching methodology in the area of early and preschool education and is regulated by the Resolution 37, Article 2, Paragraph 2, Paragraphs D and F of 21 May 2004 of the Georgian Government on *Approving the Statute of the Ministry of Education and Science of Georgia*.

When it comes to sanitation, hygienic and nutrition standards for preschool institutions on a normative level, this falls under the responsibility of the Ministry of Labour, Health and Social Protection of Georgia as stated in Article 3, Paragraph 3 of Resolution 249 on *Approving the Statute of the Ministry of Labour, Health and Social Protection of Georgia* enacted by the Government of Georgia on 31 December 2005.

4. Safe and Adequate Physical Environment, Sanitary and Hygienic Conditions

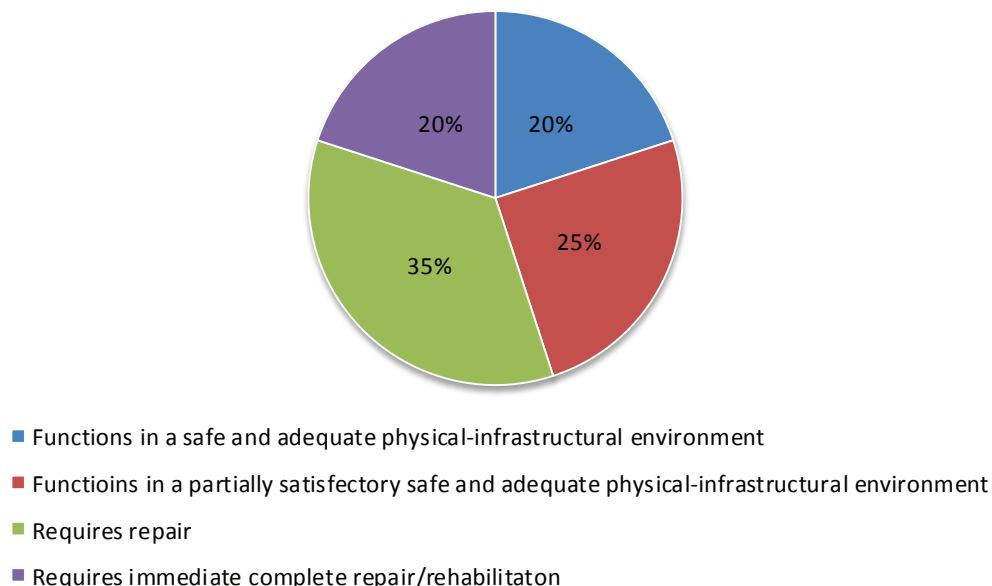
Structured and organised physical environment is one of the factors influencing behaviour of the child ¹⁴ and tends to shape directions and key principles of a child's orientation in surrounding environment. At the same time, establishing safe and adequate physical environment is one of the criteria indicating to the quality of preschool institution effectiveness.

Visual examination of preschool childcare institutions and relevant documentation yielded that in a considerable part of selected nurseries (See Table 1) physical and infrastructural environment is unsafe. In addition, the findings of the monitoring suggest that in general physical and infrastructural environment in preschool institutions fail to accommodate to the needs of beneficiaries with disabilities. Tbilisi Nursery 91 is the only one out of 61 monitored childcare facilities which has partially adapted physical environment for children with disabilities.

¹³ Article 14, Paragraph 2 of the Order 308/N of 16 August 2001 of the Minister of Labour, Health and Social Protection on Approving the Norms for Equipping Preschool and General Education Institutions and Establishing the Sanitation Rules of Work Process

¹⁴ United Nations Children's Fund (UNICEF), Comparative Costing and Finance Strategies for the Early learning System in Georgia. April 2013. Accessible at: http://unicef.ge/uploads/Early_Learning_System_GEO_edited.pdf

Table 1 - Percentage of relevant physical and Infrastructural conditions



In addition to statistical data provided above, it should be noted that key educational inventory and items for sanitation and hygienic use have not been renewed for 10 to 30 years in 40% of the monitored institutions (this particularly concerns preschool child care institutions in remote regions of the country). An average term for replacing key inventory in child care facilities is 5 years and 1 year in the case of auxiliary inventory in 60% of the monitored institutions.

As for the adherence to sanitation and hygienic norms in preschool institutions, it should be noted that there are no medical facility and the service of a nurse in 40% of the monitored institutions. Nor do half of the monitored institutions have any of the medicaments for emergency medical assistance.

The cases of violations of the norms and standards related to access to a safe and adequate physical-infrastructural environment have been revealed in the preschool child care institutions of the following local self-government entities:

Mestia Municipality – need for rehabilitation of physical and infrastructural environment of kindergartens was identified in the following communities and villages: Etseri, Latali, Muzhali, Ifari and Karsgurishi. During the monitoring process, moist and fungal sprouts were noted on walls of preschool education institutions, the process of collapse of walls of group rooms was under way; systems of ventilation and central heating were not functioning. Heating for groups at the kindergartens were provided through firewood stoves that were not tightly closed and separated from beneficiaries. On August 20, 2014, the Public Defender of Georgia addressed the municipal board of Mestia municipality with a recommendation (N10/10900) and asked to carry out relevant actions to provide safe and appropriate physical environment, to establish sanitary and hygiene conditions and food catering regulations in kindergartens of the villages of Etseri and Muzhali, community of Latali and kindergarten N2 in Mestia settlement. Based on the recommendation, the municipal board of Mestia conducted partial rehabilitation of infrastructural environment of the institutions; also, it was planned to carry

out rehabilitation works in functioning preschool education institutions and construction of additional kindergartens in the following communities and villages: Tskhumari, Idliani, Khaishi, Mulakhi, Mazeri, Nakra, Chuberi, Fari, Lenjeri, Latali in 2015-2016 (correspondence of Mestia municipal board N19693/1, 08/12/2014, №12366/1, 25/2014).

Khulo Municipality – inadequate infrastructural environment was recorded in kindergartens in Khulo settlement, villages of Dioknisi and Khikhadziri. As it becomes evident from the case files¹⁵, the preschool education institution of the village of Dioknisi is in need of capital rehabilitation works though as of the situation of 2014, rehabilitation of the establishment has not been conducted. The area of the kindergarten amounts to 136 square metres that was allocated to just one group but due to a demand there are two groups functioning at the moment there. As to the kindergarten in Kikhadziri, a floor is amortized on the second story of the building. According to official information¹⁶ requested from the Khulo municipality, conduction of rehabilitation works in kindergartens in the villages of Dioknisi and khikhadziri are planned for 2015.

Kazbegi Municipality - out of 7 kindergartens in Kazbegi municipality, inadequate infrastructural situation was recorded in a preschool education institution in the village of Sioni¹⁷. The existing kindergarten is situated in rented premises that are located on the second floor of a private house. The building does not comply with standards defined for a preschool education institution and it does not provided for needs of children - group spaces are not inclusive, dining, teaching and sleeping spaces are not defined as required, no bathroom and toilet facilities are functioning in the kindergarten, beneficiaries are provided with a drinking water from a tap placed on a balcony, furniture and teaching equipment of the kindergarten have not been renewed since 1980s, number of beds (10 beds) are twice less than the actual number of children¹⁸.

Akhmeta Municipality - access to safe physical environment is limited for children in kindergartens N1 in Kistauri village and the village of Ozhio. Given factual circumstances determined on the case¹⁹, buildings and a dining block do not have central heating. Firewood stoves function in rooms of main placement of children that cannot be tightly fastened. In each of the kindergartens 12 beds are allocated to children and that does not correspond to the number of beneficiaries. Teaching, entertainment and dining areas are located in one room. Teaching and training equipment have not been renewed since 1983 in the kindergarten of the village of Ozhio. In the framework of the project, a recommendation of the Public Defender²⁰ has been prepared with regards to the above-mentioned case. The recommendation was presented to the municipal board of Akhmeta municipality. On the basis of the recommendation, the Akhmeta municipal council made a decision to allocate additional financial resources²¹ for improvement of infrastructural and sanitary-hygiene conditions of the kindergarten in the village of Ozhio and kindergarten N1 of the village of Kistauri.

Keda Municipality – with respect to infrastructural state of preschool education institution improvements are needed in a kindergarten in the village of Zundagi where dining, sleeping, teaching and playing areas for a 4-6 year children group are situated in one room. Beds and teaching materials and equipment are not enough for the group of 4-6 year-old children. Another problematic issue is sanitary-hygiene situation when kindergarten groups do not have

¹⁵ Case N 16943/1, 15/10/2014.

¹⁶ Correspondence N 18646/1, 18/11/2014.

¹⁷ Case N 17319/1, 19/10/2014.

¹⁸ Correspondence N 10-4/13280, 10/11/2014, №10-4/267, 15/01/2015.

¹⁹ Case N 10593/1, 22/07/2014; №10595/1, 20/08/2014; №10596/1, 20/08/2014.

²⁰ Correspondence N 10/9596, 22/07/2014.

²¹ Correspondence N 14560/1, 12/08/2014.

separate toilet facilities for each group. Also, personnel of preschool education institutions have no separate toilet facilities either.

Sighnaghi Municipality – the preschool education establishment N9 of the village of Bodbiskhevi operates in damaged and precarious for children conditions²². A wall in the room for 3-4 year-old children group has collapsed; the entire perimeter of the flooring of the building is in a damaged state. There are no minimum conditions in the kindergarten to meet sanitary and hygiene standards. According to information requested for the municipal council of Sighnaghi municipality²³, starting from 2015, construction of a new building of the kindergarten is planned in the framework of the local self-governing authority budget. Until the completion of the above works, on the basis of the rent agreement, the institution will be established on privately-owned premises.

Telavi Municipality– As a result of the monitoring, it was revealed that there is need for conduction of rehabilitation works in the kindergarten N2 in Telavi. The wall of the institution poses danger for children²⁴. The establishment does not receive appropriate sanitary-hygiene items relevant to needs and number of beneficiaries from the Kindergarten Union of the city of Telavi. Since the day of the very first opening, desks, tables and other furniture have not been upgraded in the kindergarten. According to information requested from City Hall of Telavi²⁵, a draft proposal has been prepared for rehabilitation of the establishment and in 2015, it is planned to carry out restoration works necessary to improve physical and infrastructural conditions of the kindergarten.

Preschool education institutions in Tbilisi – inadequate situation with regards to physical and infrastructural environment protection were revealed in kindergartens 71, 117, 98, 60, 201, 205. Existing infrastructural problems are mainly caused by proportional incompliance of physical environment and children groups. Issues revealed in inspected kindergartens in Tbilisi included - 80% of the inspected kindergartens did not have bedrooms for children of the second group of early age, and the first and the second groups of preschool children, dining block and rooms of general placement of children were not separated from each other.

Recommendations to municipal bodies of Marneuli, Mestia, Khulo, Oni, Kazbegi, Akhmeta and representative and executive bodies of local self-governing authorities of Telavi, Sighnaghi, Khulo, Keda, Shuakhevi, Terjola and Tskaltubo:

- **Conduct timely and effective actions for the purpose of implementation of improvement of physical and infrastructural environment of preschool education institutions operating on the territory of the municipalities, their provision with necessary material-technical items of furniture and implementation of individual needs of beneficiaries;**
- **Carry out timely and effective measures to ensure child-friendly and relevant sanitary-hygiene conditions in preschool education institutions.**
- **Adapt physical environment of preschool educational institutions to needs of children with disabilities/special educational needs.**

²² Case N 12914/1, 15/07/2014.

²³ Correspondence N 1514/1, 26/08/2014; №1869/1, 19/11/2014.

²⁴ Case N18341/1, 18/11/2014.

²⁵ Correspondence N 19796/1, 15/12/2014.

5. Implementation of the right to access preschool education

Based on the conducted monitoring and results gathered within the framework of the project, shortcomings of the implementation of the right to geographical, physical and infrastructural access were identified in preschool education institutions. As a result of analysis of visual examination of kindergartens, inspection of documents and official data requested from local self-governing bodies it was identified that an average rate of access to preschool education on the municipal level is 70%. Though, it is worth mentioning separate territorial units where access to preschool education is especially low. These include kindergartens in Tbilisi, Marneuli, Kutaisi, Oni, Mestia, Khulo, Shuakhevi and Keda municipalities:

Tbilisi - according to identified factual circumstances²⁶, and the data of 2014, 75 000 applications through electronic registration were received by Tbilisi Kindergarten Management Agency. Registration of 52 000 out of them have been carried out including 7 000 beneficiaries who were additionally registered by advisory boards of preschool education institutions. As a result, in 2014, 23 000 children in Tbilisi were left outside preschool education service. Also, according to information requested from NCE (non-commercial (non-entrepreneur) Legal Entity Tbilisi Kindergartens Management Agency²⁷, for the purpose of increase of access to preschool education service in 2015, it is planned to build 8 new preschool education institutions in the administrative boundaries of different districts of Tbilisi, and to add early, middle and older children groups in already-existing kindergartens.

Marneuli Municipality – in accordance with identified factual circumstances, 9 000 children of early and preschool age are registered in the above municipality. And, this despite the fact, that kindergartens situated in territorial units of Marneuli municipality are meant for 890 children. In addition, according to data of September-December 2014, real figure of reception of children in preschool education institutions in the municipality was 1 500²⁸. According to information²⁹ requested from the Kindergarten Union of Marneuli municipality, the right to access preschool education is restricted for children living in the villages of Algeti and Sabirkendi where no kindergartens operate.

Oni Municipality – As a result of the monitoring, restriction of geographical access to preschool education was identified in the above-mentioned municipality, namely, out of 64 villages and 1 territorial centre, only one kindergarten is functioning in Oni settlement and one preschool education centre - in the village of Ghari. According to identified factual circumstances, the above-mentioned preschool education centre was founded in the village of Ghari in 2011 by non-governmental organization “Kivita Georgia”. Starting from 2014, this establishment was transferred under authority of the local self-governing bodies and operates with their financial support though it does not have necessary conditions for conduction of appropriate process of children teaching and education. It is situated in rented premises, in a private house, and does not meet minimum sanitary-hygiene standards; there are no dining block and a sleeping area there; no toilet facilities are located inside the main building.

Khulo Municipality – problems³⁰ regarding geographical access to preschool education in the above territorial unit. Namely, 9 preschool education institutions operate on the territory of

²⁶ Correspondence N 15660/1, 12/09/2014.

²⁷ Correspondence N 20205/1, 06/01/2015.

²⁸ Case N 18056/1, 06/11/2014; Correspondence N 18870/1, 28/11/2014.

²⁹ Ibid.

³⁰ Case N 17049/1, 12/11/2014.

the municipality though no kindergartens function in number of communities and villages, including areas of Bako and Mta in the villages of Tkhinvala community, also in upper and lower Tkhinvala. Due to this, children living in the above-mentioned territorial units are left outside preschool education and teaching process. In accordance with information requested from municipal board of Khulo in the framework of the project, the local self-governing authority budget for 2015 does not include building of kindergartens in the abovementioned villages³¹.

Akhmeta Municipality – problems with regards to infrastructural access to preschool education were identified in kindergartens of the villages of Shua Khalatsani, Dumasturi, Tsinaubani, Kureti. The above-mentioned kindergartens do not have their own building and are situated in rented premises³². Additionally, they have inadequate physical environment and sanitary-hygiene conditions. Due to inadequate infrastructural and sanitary conditions, part of children living in the mentioned villages does not go to the kindergartens. As a result, the right of children to access preschool education practically restricted³³.

Recommendation to representative and executive bodies of local self-governing authorities in Tbilisi, Marneuli, Kutaisi, Oni, Akhmeta, Khulo, Shuakhevi and Keda:

- To allocate appropriate material and financial resources from their budgets to increase physical, geographical and infrastructural access to preschool education on the territory of local self-governing bodies.

6. Violence and other types of mistreatment in preschool education institutions

At the initial stage of the inspection of protection of rights of beneficiaries placed in preschool education institutions from violence and other types of ill-treatments, along with legal standards a relevant main definitive approach was simultaneously identified. At every stage of the monitoring, definition determined by the UN Committee of the Rights of the Child (CRC) on forms of violence towards minors was used. This definition identifies violence and other types of mistreatment and includes “corporal”/”physical” or psychological aspects that can be expressed in various forms, though any of those are considered as degrading treatment³⁴.

Also, according to the World Health Organization, “Child abuse or maltreatment constitutes all forms of physical and/or emotional ill-treatment, sexual abuse, neglect or negligent treatment or commercial or other exploitation, resulting in actual or potential harm to the child’s health, survival, development or dignity”.³⁴

As a result of the monitoring, the following problematic directions with regards to implementation of the right of protection from violence and ill-treatment towards children in kindergartens were identified:

- In significant number of preschool education institutions, exercising violence and other types of ill-treatment, including use of corporal/physical punishment, psychological violence and pressure, by teaching/educating personnel towards beneficiaries is of systemic nature. **Cases of physiological violence were identified in 70 % of the inspected**

³¹ Correspondence N 17049/1, 12/11/2014.

³² Correspondence N 15722/1, 29/09/2014.

³³ Case N 10594/1, 05/09/2014.

³⁴ World Report on Violence and Health, World Health Organization, 2002, P. 59.

61 preschool education institutions, while in 40 % of them there was identified practice of physical violence and use of corporal punishment. It is worth paying attention that 30 % of the surveyed kindergarten personnel believes it appropriate to reduce a food portion in case of disobedience or/and any form of difficult behaviour on the part of children, while 75 % of the teachers give positive assessment to restriction of the right to play in case of display of inappropriate behavior on the part of a child. An example of the above is represented by preschool education institutions 13, 17, 18 in Kutaisi, and Kindergarten 1 in Terjola and kindergarten 1 in Tskaltubo municipality.

- During the monitoring period, a low level of in-practice use of child protection referral procedures was identified in preschool education institutions. 90 % of kindergarten personnel do not have knowledge of the referral procedures³⁵ and therefore, in case when a fact of violence towards a child is identified no referral procedure is taking place. While the large part of those teachers who are informed about the referral procedure believes that referral should take place only in a case when violence is severe and repeated several times. The above issue is especially acute in mountainous regions of Georgia – Municipalities of Mestia, Kazbegi, Oni, Ambrolauri, Akhmeta, Keda, Shuakhevi and Khulo, also Terjola.
- Another problematic indicator of preschool education can be considered also frequent cases of conduction of violence and other types of ill-treatment, as well as intolerant attitude towards children with disabilities/special needs in kindergartens of Tbilisi and Kutaisi. It should be noted that there was a case in Kindergarten N6 in Tbilisi when a kindergarten teacher systematically used physical violence towards a child with autism spectrum disorder. The teacher justified the above with the following that given his/her disabilities, only in case of beating the child understood negative nature of physical violence and application of this method was appropriate if the child with disabilities was using violence towards his/her peers. With regards to the above-mentioned case relevant referral³⁶ was sent to NCE Tbilisi Kindergarten Management Agency. According to the response referral³⁷, the agency conducted preventives measure in the Kindergarten N6 of Tbilisi – additional trainings in children teaching sphere for teachers and other caregivers.
- As a result of interviews carried out in the framework of quantitative and qualitative methods with teachers and other kindergarten personnel, low level of knowledge and experience of child caregivers was revealed in the sphere of identification of cases of violence towards children, effective response to such facts, referral procedures and preventions of all kinds of ill-treatment towards children (see Table 2). At that, in the words of teachers, they need study courses and capacity-building trainings in issues of identification, prevention and adequate response to facts of violence towards children³⁸.

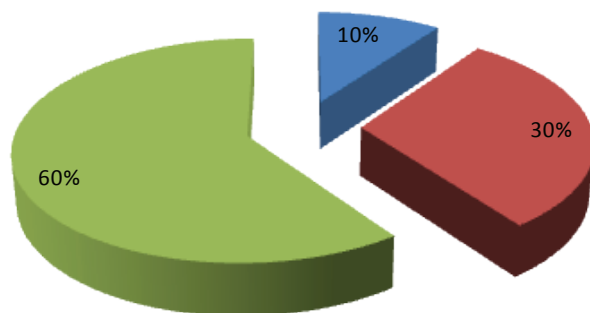
³⁵ The Joint Order 152/6-№496-№45/N of the Minister of Labour, Health and Social Affairs of Georgia and the Minister of Education and Science of Georgia on approving child protection referral procedure of 31 May, 2010.

³⁶ Correspondence N 10-2/13660, 05/11/2014.

³⁷ Correspondence N 19441/1, 21/11/2014.

³⁸ The above refers to preschool education institutions in both regions and Tbilisi. The above-mentioned problems were recorded, for example, in kindergartens 98, 9, 205 of the city of Tbilisi, also, in kindergartens 9 and 10 in the village of Bodbiskhevi, kindergartens in the villages of Magharo and Tsvirmi.

Table 2



- Has received methodology training in sphere of protection of children from violence and other types of ill-treatment, possesses relevant knowledge
- Has received methodology training in sphere of protection of children from violence and other types of ill-treatment, does not possess relevant knowledge
- Has not received methodology training in sphere of protection of children from violence

Recommendation to executive bodies of local self-governing authorities of Tbilisi, Kutaisi, Mestia, Kazbegi, Oni, Ambrolauri, Akhmeta, Keda, Shuakhevi, Khulo and Terjola:

- **To take timely and effective measures for prevention and elimination of violence and ill-treatment in preschool education institutions.**

Recommendation to the Ministry of Education and Science of Georgia, the Ministry of Labour, Health and Social Affairs of Georgia and the Ministry of Internal Affairs of Georgia:

- **To take active steps to ensure full implementation and enforcement of the child protection referral procedures in preschool education institutions, also, for raising awareness of relevant personnel.**

7. Implementation of individual approach standard

One of the main objectives of the monitoring in preschool education institutions was to determine level of individualization of service in the teaching-educational sphere. The above in itself implies implementation of a teaching process oriented towards children's needs, issues of prevention and management of difficult behaviour, individualization of teaching and cognitive processes, provision of children with disabilities/special needs with adequate resources, including finding additional supplementary means in both financial and human resource aspects.

As a result of analysis of structured and semi-structured interviews conducted in the framework of quantitative/qualitative methods and in the process of monitoring of preschool education institutions, the following main problematic directions of implementation of the individual approach standard were identified:

- **Qualification of personnel** – need for retraining and capacity-building for teaching/administrative personnel was identified in spheres of prevention and management of difficult behaviour towards/among children, legal rights of minors with disabilities, identification of discrimination towards beneficiaries and spheres of its elimination/

prevention (see Table 3).

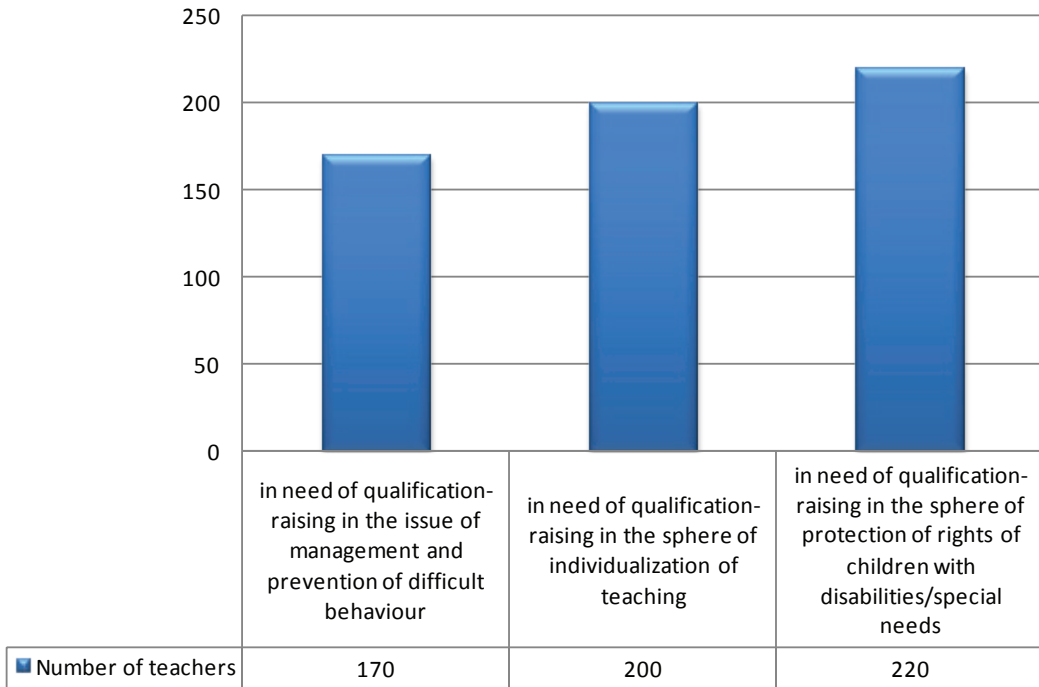
- **Establishment of method of education/teaching individualization** – one of the hindering factors for effective conduction of teaching-educational process is negligence towards individual needs and abilities of beneficiaries during implementation of teaching and cognitive activities. As the monitoring results show, a significant part of teachers/ educational personnel, ignoring principles of individual approach, tries to apply one general approach towards all children. The above case was recorded in kindergartens of villages in Akhmeta municipality – Ozho, Kistauri N1 kindergarten, Matani N2 kindergarten and in kindergarten N13 and N18 in Kutaisi. According to words of 60 % of the interviewed teachers, they are limited in their capacities to carry out individual work with children due to the excessive number of children in groups.
- **Legal rights of beneficiaries with disabilities/special needs** - the following main problems were identified in the above-mentioned sphere – provision of teaching and cognitive environment adapted to such children (ratio depicted in the Table 3), non-systematic approach to assessment of needs of beneficiaries by a multi-disciplinary team, non-inclusion of relevant teaching personnel in a staff list, including methodology specialist, speech therapist, psychologist and a special education teacher. Teaching and educational environment in the majority of the inspected establishments are not as a rule adapted to children with disabilities/ special needs, though part of the institutions have a special education teacher, speech therapist and psychologist on their staff list. The ones to be noted from the list of problematic in this respect establishments are kindergartens N13 in Kutaisi, N6 in Mtskheta and N1 in Mestia settlement where despite the fact, that they have children registered with disabilities/special needs among their wards, do not have duly-adapted teaching and educational environment and conditions and no relevant personnel, as well as there is no multi-disciplinary team working on issues of individual needs of beneficiaries and their future development.

Positive indicators in the educational sphere of children with disabilities/special needs were recorded in kindergarten N45 in Tbilisi where several beneficiaries with disabilities are registered. A multidisciplinary team is present there that consists of a special teacher, a psychologist, a speech therapist, a paediatrician and a methodology specialist. 15 beneficiaries were assessed by the multidisciplinary team. An individual development plan was elaborated for 10 children out of these 15 and systemic supervision is being conducted on implementation of this plan.

Recommendation to executive bodies of local self-governing authorities and NCE Kindergarten Unions:

- **Ensure relevant measures in the direction of elimination of all forms of discrimination towards children in all preschool education institutions;**
- **Take relevant steps in order for all kindergarten personnel staff list to have a psychologist, a special education teacher and a speech therapists, if needed;**
- **Take measures to raise awareness of personnel of all pr-school education institutions in the spheres of rights of children, identification of discrimination towards children with disabilities, minors and their elimination and prevention.**

Table 3



8. Food catering regulations in preschool education institutions

During the process of monitoring of preschool education institutions, main directions defined by the standard of food catering regulations³⁹ and the issue of provision for children with individual needs with special dietary standards (including convalescent and allergic beneficiaries).

The following problems in children's food catering sphere are identified through analysis of the results of the monitoring:

- **Deficient diet** – according to the 2 paragraph of the article 2 of the standard⁴⁰, diet of beneficiaries in preschool education institutions should meet standards of child organism for main food elements and energy-value based on recommended age norms. Also, in addition to the age-based norms, it is important to take into consideration seasons, conditions of upbringing, state of health, dietary specifications, etc. According to the paragraph 6 of the same article, products necessary for development of a child's organism (diary and meat products, grains, etc) should be included in a daily diet of children. Despite the above-mentioned mandatory standard, daily diet in the significant number

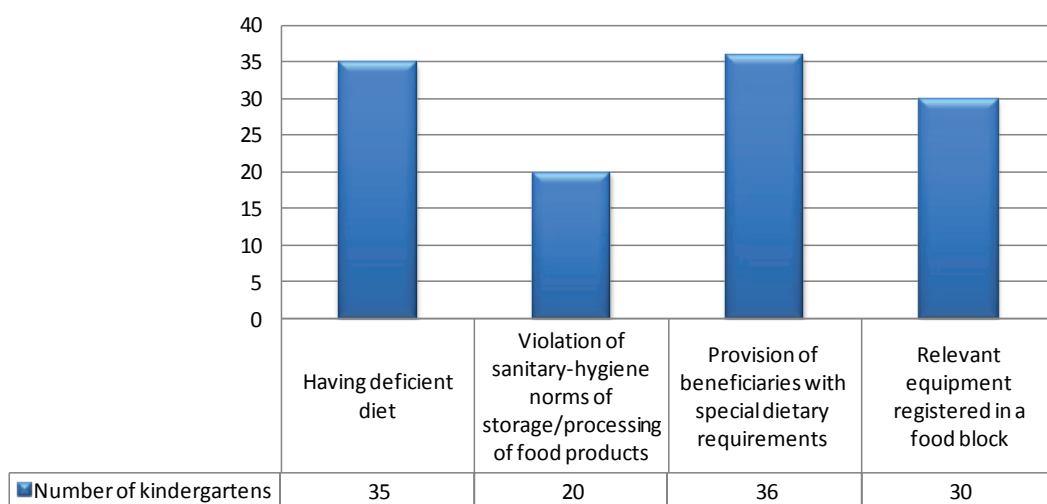
³⁹ Decree of the Government of Georgia of 15 January 2014 Technical regulations – on approval of sanitary rules and norms of catering in children preschool institutions

⁴⁰ Decree of the Government of Georgia of 15 January 2014 Technical regulations – on approval of sanitary rules and norms of catering in children preschool institutions

of the inspected kindergartens was of deficient nature and did not provide children with necessary food elements (see Table 4). Among preschool education institutions with deficient diet are kindergartens N13, 17 and 18 in Kutaisi, as well as kindergartens in the village of Muzhalo of Mestia municipality, village of Sioni in Kazbegi municipality, village of Ghari in Oni municipality, etc.

- **Ignoring individual dietary needs of children** – standards of beneficiaries with special dietary needs are not appropriately reflected in 14-day preliminary and daily menus of kindergartens. Also, another problematic issue is that from individual needs of beneficiaries not much attention is paid to a diet of overweight and allergy-suffering children (Table 4).
- **Procedures of storage of food products** – mandatory standards of storage and processing of food products ⁴¹ are violated in the significant number of kindergartens (Table 4) - no special refrigerators, warehouses and special containers for storing food are in place in kindergartens, catering rules of separate storage of perishable products and vegetables are violated. The list of these kindergartens include: kindergartens in villages of Mestia municipality - Becho, Etseri, Muzhali, Karsgurishi, kindergarten N6 in Mtskheta, kindergarten N1 in Tskaltubo municipality, and kindergarten in the village of Maghlaki.
- **Problems with provision of food products** - during the monitoring, inappropriate periodicity of provision of food products to kindergartens were identified in mountainous regions. For example, during the monitoring, it was determined that supplying food products to kindergartens in municipalities of Oni, Ambrolauri and Kazbegi is carried out on a monthly basis while perishable products are delivered on the basis of once in two weeks. Kindergartens situated in villages of Khulo municipality - Khikhadziri and Ghorjomi – have problems with transportation of food products and water-supply in the winter period.
- **Personnel** – another problematic issue is that kindergartens do not have a food specialist staff place and because of this preliminary and daily menus are developed by kindergarten unions in cooperation with a kindergarten director.

Table 4



⁴¹ Decree of the Government of Georgia of 15 January 2014 "Technical regulations – on approval of sanitary rules and norms of catering in children preschool institutions", the first paragraph of the Article 5.

The Decree 303/N of 2001 of the Minister of Labour, Health and Social Affairs of Georgia “On approval of conditions and terms of storage of perishable products”, annex N1.

Recommendation to executive bodies of local self-governing authorities of Oni, Ambrolauri, Signaghi, Samtredia, Tskaltubo, Akhmeta, Mestia, Kutaisi, Tbilisi:

- **Realize relevant activities in the direction of full compliance with food catering rules in preschool education institutions on the territory of Georgia.**

9. Implementation of the right to early learning and preschool education

According to standard of early learning and preschool education, policies of operation of kindergartens should be mainly aimed at broadening of inclusion of children in the preschool education system and improvement of quality of teaching. One of the instruments for implementation of the above is determining teaching-educational programme aimed at individual needs of beneficiaries and introduction of a flexible mechanism in institutions to realize goals and tasks specified by this programme.⁴²

Inclusion of effective and quality education in teaching and educational programmes is one of the elements of the preschool education standard⁴³. Implementation of the above depends on such main criteria as use of relevant methodology materials in early and preschool teachings, accessibility of teaching/cognitive equipment for beneficiaries, provision of educational environment for beneficiaries with disabilities/special needs that is adapted to their standards, composing teachers' groups in accordance with number and needs of beneficiaries, provision of relevant teaching conditions for children representing national and ethnic minorities.

Review of implementation of teaching and educational methodology materials – state and local self-governing authorities are obligated to promote study process in preschool education institutions that will prepare a child for the primary stage of the general education.

The Ministry of Education and Science of Georgia developed the following main programmes to ensure accessibility of the right to early learning and preschool education and its effective implementation in practice:

- “Early learning and development Standards”⁴⁴;
- “Preschool education programme”⁴⁵;
- “Assessment form for children of preschool age”⁴⁶;
- “Management guide for preschool education institutions”⁴⁷;

⁴² The National Centre for Study Plans and Assessments of the Ministry of Education and Science of Georgia, “Preschool Education Institution Management Guide”, Tbilisi, 2011, page 8,

<http://preschooleducation.ge/admin/uploads/3.%20skolamdeli%20agzrdis%20dasesebulebis%20martvis%20gzamkvlevi.pdf>

⁴³ The National Centre for Study Plans and Assessments of the Ministry of Education and Science of Georgia, “Early learning and development Standards”, Tb. 2011. <http://preschooleducation.ge/admin/uploads/1.%20standartebi.pdf>

⁴⁴ <http://preschooleducation.ge/admin/uploads/1.%20standartebi.pdf>

⁴⁵ [http://preschooleducation.ge/admin/uploads/4.%20INSTRUMENT\[1\].pdf](http://preschooleducation.ge/admin/uploads/4.%20INSTRUMENT[1].pdf)

⁴⁶ <http://preschooleducation.ge/admin/uploads/5.%20skolamdeli%20ganatlebis%20programa.pdf>

⁴⁷ <http://preschooleducation.ge/admin/uploads/3.%20skolamdeli%20agzrdis%20dasesebulebis%20martvis%20gzamkvlevi.pdf>

- “Georgian language for children representing ethnic minorities”⁴⁸;
- Other relevant methodology documents.

During the monitoring, it was revealed that 60 % of teachers in preschool education institutions situated in regions of Georgia, where the monitoring was carried out, are not supplied with the above-mentioned methodology guide books and relevant assessment forms. Additionally, as revealed by analysis of sociological survey conducted with teaching and educational personnel, 70% of them need study courses/qualification-raising in spheres of implementation of early learning and preschool education, in-practice implementation of current methodology materials and textbooks; also, it should be noted that 25 % of the above-mentioned teachers have been retrained in various spheres of preschool education but qualitative indicator of their qualification-raising is still low.

We should especially mention the situation in kindergarten N1 in Terjola municipality where according to results of the monitoring, provision of effective education to beneficiaries constitutes a problem⁴⁹. In accordance with results of interviewing teachers and personnel of kindergarten, 90 % of the interviewed consider that they need raising of qualification regarding current programmes operating in early learning /preschool education sphere and main issues of their implementation in practice. According to data ⁵⁰ requested from NCE Terjola preschool education Centre, in 2014, 24 teachers of 24 preschool education institutions that constitute 30 % of the total number of teachers in kindergartens of the municipality, received methodology training in the framework of the project “Access to preschool education on a local level”.

An example of problematic implementation of educational and teaching methodology documents in practice is kindergarten N3 in Marneuli municipality. During the monitoring process⁵¹ it was recorded that both ethnic Georgian and ethnic Azeri beneficiaries are registered in the kindergarten N3. Thus, it is recommended⁵² to use a teacher’s methodology textbook developed by the Ministry of Education and Science of Georgia - “Georgian language for children representing ethnic minorities” during teaching and educational process. Despite the fact that during the monitoring these guidebooks were found in each of the teaching groups it was identified that mainly in practice they are not used⁵³.

Use of material/educational teaching resources during early learning and preschool education process – During the monitoring process, following visual examination of establishments, inspection of relevant documentation and interviewing of teaching/administrative personnel of kindergartens, it was identified that the indicator of provision of teaching and educational furniture and equipment necessary for implementation of early and preschool education is low in 70 % of the kindergartens. The situation is especially grave in kindergarten N2 in Telavi, kindergarten of the village of Vanta in Signaghi municipality, kindergarten N98 in Tbilisi, kindergartens in Shaukhevi settlement, villages in Mestia municipality – Latali, Etseri, Muzhali, kindergarten in the village of Sioni in Kazbegi municipality, in the village of Ozhio and kindergarten N1 in the village of Kistauri in Akhmeta municipality, kindergarten in the village of Nikortsminda in Ambrolauri municipality and preschool education centre in the village of Ghari in Oni municipality. During the monitoring it was also revealed that material-technical equipment is available in some educational institutions though access of beneficiaries to using them is limited. The above-mentioned institutions include kindergarten N6 in Mtskheta,

⁴⁸ <http://preschooleducation.ge/admin/uploads/metod.pdf>

⁴⁹ Case N 14343/1, 13/08/2014.

⁵⁰ Correspondence N 18392/1, 05/11/2014,

⁵¹ Case N 18056/1, 07/11/2014.

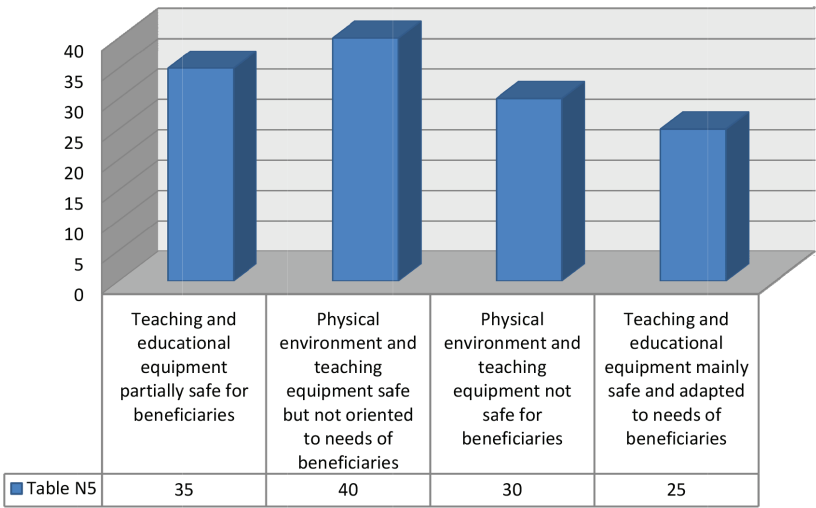
⁵² <http://preschooleducation.ge/admin/uploads/metod.pdf>

⁵³ Correspondence N 10–2/13398/1, 11/11/2014.

kindergartens N13 and N18 in Kutaisi, N205 in Tbilisi and N3 in Marneuli, etc.

According to data gathered as a result of the inspection, inadequate situation was registered with regards to safety of teaching and educational equipment for beneficiaries and the aspect of compliance with needs of beneficiaries. That was reflected in the following aspects: work/educational, drawing, playing or/and handicraft tables for children, chairs and other furniture did not meet criteria of adaptability and compliance with safety⁵⁴. All this resulted in non-compliance of furniture/equipment with the preschool teaching methodology process. A table below presents percentage indicators of compliance of teaching equipment and physical environment:

Table №5



Size of teaching groups – one of the hindering factors for quality and effective preschool education for beneficiaries placed in preschool education institutions is an indicator of registration of children exceeding the standard for size of kindergarten groups. According to the current standard⁵⁵, a kindergarten group should be filled in accordance with the following proportional correlation:

N	Groups	Age groups	Maximum number of places by groups
1	Nursery age	from 2 months up to 1 year	15
2	First group, second group of early age	from 1 to 2 years	20

⁵⁴ The National Centre for Study Plans and Assessments of the Ministry of Education and Science of Georgia, methodology document “Physical environment of preschool education institution – principles and practice”, 2010.

⁵⁵ Decree 308/N of the Ministry of Labour, Health and Social Affairs of Georgia of 16 August 2001 on Approving organizing, equipping, operation mode and sanitary rules and norms of preschool and general education institutions

3	First junior group	from 2 to 3 years	20
4	Second junior group	from 3 to 4 years	25
5	Middle group	from 4 to 5 years	25
6	Older group (preschool age)	from 5 to 6 years	25

The practice of composing groups and dividing children into teaching groups in kindergartens in Tbilisi, Kutaisi, kindergarten N3 in Marneuli, kindergartens in Samtredia municipality mainly cannot take into account needs of beneficiaries. Namely, average statistical data for the number of children in first junior groups in the inspected kindergartens is 30, while this number in second junior groups is – 35, in older groups there are 38 beneficiaries. In addition, as stated by 70 % of the interviewed teachers/personnel of the above-mentioned kindergartens, the main challenges during conduction of the educational process are caused by the large number of children and shortage of relevant equipment.

Recommendations to municipal boards and executive bodies of local self-governing authorities:

- **Develop relevantly retraining programmes for early learning and preschool education teachers, to elaborate mandatory pedagogical methodology and general systemic standards on a normative level in the sphere of preschool education for implementation of the right to quality and effective preschool education;**
- **Compose educational groups in accordance with regulations defined by international and national standards and create educational and infrastructural environment adapted to the needs of children;**
- **Equip preschool education institutions with furniture/equipment oriented to needs of beneficiaries.**

Recommendation to the Ministry of Education and Science of Georgia:

- **Implement systemic retraining of personnel of preschool education and develop national standards and effective implementation mechanisms in the sphere of educating teachers in methodology in close cooperation with local self-governing bodies and for the purpose of qualification-raising of teachers in early learning and preschool education sphere.**