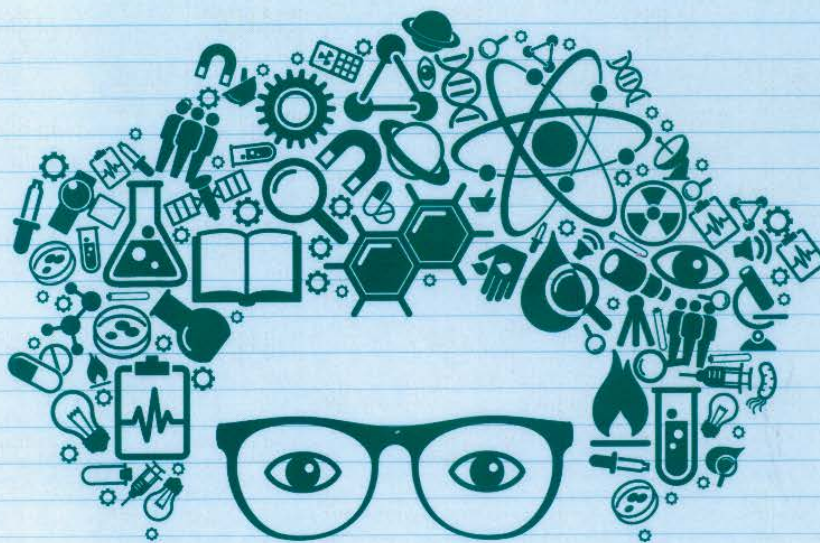




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RESEARCH AND TRAINING CENTER**

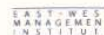


**STATE EDUCATIONAL POLICY
AND TEACHER SALARIES IN GEORGIA**

Mission of the Public Policy Research and Training Center

Public Policy Research and Training Center (PPRTC) of Ilia State University was founded in November 2013 and is focused on supporting development of public policy research in Georgia through capacity building of research personnel and public servants, conducting evidence-based analytical studies and ensuring highly qualified targeted short-term training courses.

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Policy, Advocacy, and Civil Society Development in Georgia (G-PAC)

საგარო პოლიტიკის, ადვოკატირებისა და სამოქალაქო საზოგადოების განვითარება საქართველოში

State Educational Policy and Teacher Salaries in Georgia

Table of Contents

Executive Summary	4
Problem statement and rationale.....	6
Background.....	7
Research methodology	10
Key findings	11
Conclusion and recommendations	17
Bibliography	18
Annex 1.....	20
Annex 2.....	20
Annex 3.....	21

Executive Summary

General education system of Georgia is focused on creating convenient conditions for the formation of a free person with national and global values. The purpose of the State is to create a school system that will provide each of the students with knowledge, and will create equal opportunities for generating appropriate skills. At the same time, it takes responsibility for educating all students and achieving high academic standards. Education reforms result into improved curriculum, introduction of new standards in education process, new technologies, new teaching methods and many others. Teachers play central role in implementing these processes. Therefore, not only in Georgia, but globally, discussions on education reforms cover the issue of teacher salaries, which is based on how they manage to raise education level of their students.

In reality, in order for teacher work to be more successful and appreciated, it is important for the salary to be adequate to the efforts, it should be gradually increasing and sensitive to market aggregates. It should support success of the students through pedagogical work and stimulate creative activities of teachers.

However, what is the best way to express teacher work productivity – according to hours spent, number of students prepared, or grades? What should be the measurement for teacher work? What stimulating mechanisms should be applied so that teachers are interested in success of students and so that subjective evaluation of students does not become a motivation towards increase of salaries?

All of these questions arise from difficulties associated with assessing work of teachers, so using it as the basis for salary calculation is a challenge.

There is another problem associated with teacher salaries. Is there willingness of the State to increase education costs of GDP and thus create basis for increasing teacher salaries? Examples of this could be teacher payment forms used in European (including post-communist) countries and make a comparative analysis to define the best model for the country.

Education system of Georgia now calculates teacher salaries on a central level. However, during 90-ies of the previous century to 2005 local governance agencies also participated in this process. During the same period of time, due to economic issues and therefore, changes to the state policy of total reduction of salaries, teacher salaries were very low. The government started caring for this issue since the end of 90-ies and used teacher testing, experience, tenure and quality as a basis. However, such efforts brought no significant results.

As the reforms in education system of Georgia commenced and Law on General Education was adopted, the Ministry of Education of Georgia (MoES) issued No 575 Decree (October 21, 2005) on the amount and conditions for the salaries of teachers of public schools.

This Decree defined basic salary for the teachers of public schools and appropriate supplements. In spite of new ways of calculating teacher salaries and numerous increases since 2005, it is still very low to reflect the work of teachers, and stimulate and motivate to increase qualification, improve skills, learn new teaching methods, techniques and technologies, and thus create conditions for the success of all students.

Therefore, the goal of the study is to show the nature of state and educational policy in Georgia in relation to teacher salaries, and how it works now (based on the analysis of existing situation and international comparison), and changes that should be introduced in the future in order to improve remuneration for existing teachers and stimulate young people to master occupation of teachers.

Based on the above-said we think it is important to: increase teacher salaries to reach the level of those who work in non-production sector (1); at the initial stage correction of numerous incomplicances in calculation (as non-functional components) and therefore, simplification (2); on the next phase, differentiation according to categories (as it is in most of the countries), which will serve as the basis for teacher stimulation with its career growth (3); introducing additional salary system, which will, first of all, be linked to one of the most significant issues of Georgia – geographic location, additional tasks of teachers, overtime, etc. (4).

Problem statement and rationale

Changes to economic system of Georgia have started since 90-ies of the previous century, followed by unstable economic development, inflation (hyperinflation), salary reduction, unprecedented increase of unemployment and therefore, decreased level of life. One of the fields that not only maintained employment, but also increased it (due to opening numerous private schools and institutions) was education. However, in spite of employment, the salaries of education employees, and especially teachers have significantly changed. However, it still has not become a reason for teacher turnover. Why would a teacher work at a school with difficult conditions, where system does not provide appropriate work environment, unless this work is a real need for him/her (Hough & Loeb, 2009, p. 6)? On the example of Georgia, on the background of increased unemployment, teaching and salaries associated was really an essential mean for survival of teachers and their families.

From mid-90-ies the country started implementing reforms, followed by teacher certification starting from 1997. The purpose was to set objective assessment criteria and ranging salaries. It was planned to group teacher results into 4 categories, and salaries were determined as follows: without category (those who did not pass the testing) – 35 GEL, 1st category – 45.5 GEL, 2nd category – 55.5 GEL, highest category – 70 GEL. However, teacher assessment using testing methodology and qualification identification gave rise to number of challenges. Practice of categorization was considered as formal, and due to it testing was ceased.

Together with the basic salary the teacher would get salary supplements, which was linked to the location of the school. If the school was located above 1,500 meters, teacher salaries would be multiplied by 1.2; in case of 2000 meters and above – 1.3, and above 2,500 meters – 1.4.

Compared to the period before 90-ies, in spite of salary increases, the salary was still very small on the background of intensive labor of teachers, survival income and inflation level. In spite of low salaries, education system had huge salary debts, which was most visible in the regions. Reason for such debt was hindering transfers from the state budget to territorial unit budgets as well as problems with the state budget.

In spite of economic reforms initiated since 90-ies, no significant results were achieved in any of the fields for the whole decade. The reason was lack of unified development strategy, ineffective and still authoritarian governance system, material-technical basis was not renewed under the conditions of low funding; salary debts towards teachers occurred, occupation of teachers was less attractive for young people, corruption was in place. Such situation was characteristic to all levels of education, including general education system.

The era for radical reforms started in 2004-2005, where education and science reform was one of the priorities. One of the goals of the reform was to support formation of knowledge-based society. Specific objective of the reform was to achieve quality, transparency, compliance between different levels of education system, and supporting life-long learning.

Realistic results of the reform were teaching using the new national education plan in schools; programs that serve allocation of grants and stipends to some of the most talented children and young people; equipping schools with modern educational labs; regulation of teacher occupation, etc. Some of the most significant changes implemented in the education field as a result of the reform are changes/increase to funding of general education system, which was directly reflected on teacher salaries. In spite of this, level of salaries of teachers in Georgia,

both nominally as well as in relation to GDP per person, forms of its calculation and systems do not correspond to remuneration criteria of teachers of other countries. Teacher salaries are lowest amongst salaries of those employed in non-production sectors, while salaries of teachers in other countries are on upper half of the same category. Such form of salary is less attractive for young people to enter this occupation. Therefore, this gives us reason to think about further improvement. In chapters below we analyze salaries, compare it to post-social (eastern European), post-soviet (Baltic) and Western European countries.

Background

As the reforms in education system of Georgia started and Law on General Education was adopted, the Ministry of Education of Georgia (MoES) issued #575 decree (October 21, 2005) on the amount and conditions for the salaries of teachers of public schools.

According to this decree, basic salary for the teachers of public schools and appropriate supplements were defined. With the purpose of creating calculation criteria and fulfilling appropriate articles of the Law on General Education number of instructions and annexes were approved, which were to calculate basic and supplemental salaries of the teachers of public schools.

Based on the instructions, the principles of calculating schoolteacher salaries and supplements were based on the following criteria:

1. Education and qualification of teachers
2. Experience of working as a teacher of public school (tenure)
3. Weekly workload
4. Specifics of work, covering (a) workload according to the number of students in the class (Decree No576 21.10.2005), (b) class cluster (one teacher working with two or more unified classes), (c) teaching Georgian language and grammar as well as history and geography of Georgia in non-Georgian schools
5. Class advisor.

Three criteria – qualification, tenure and weekly workload – were used for calculating basic salary, while specifics of work and class advisory were used for supplemental salary calculation.

According to No576 Decree of the Ministry of Education of Georgia issued on October 21, 2005, basic salary was equal to 115 GEL and teacher salary calculation was done using the following formula:

$Sal(m) = Sal(b) * Ed(c) + Sal(b) * Ed(c) * WS(c) + Sal(b) * WE(c) * WS(c)$, where:

Sal(m) = one month salary to be calculated;

Sal(b) = one month basic salary (115 GEL);

Ed(c) = appropriate teacher education coefficient (secondary education, special education, bachelor's degree, MA degree, PhD);

WS(c) = coefficient of teacher work specifics based on number of students in class <15-0.15, 15>-<25-0.125 and 25<-0.1);

WE(c) = teacher tenure coefficient (up to 5 years, 5-10 years, over 10 years);

More specifically, system of coefficients looked as follows (Decree No576 of October 21, 2005, Annex 1):

Salary scale for teachers with less than 5 years of work experience

Education, qualification and work experience	Coefficients	General education institution teacher		
		Average number of students in class		
		≤15	15>≤25	25<
Coefficients		0.15	0.125	0.1
Education and qualification		GEL		
General education	0.8	107.53	104.94	102.35
Special secondary education	0.9	120.75	117.88	115.00
BA	1	133.98	130.81	127.65
MA	1.1	147.20	143.75	140.30
PhD	1.2	160.43	156.69	152.95
Work experience				
≤ 5 years	0.1	-	-	-

Annexes 2 and 3 are similar to Annex 1 in terms of education and qualification coefficients. The difference is only in coefficients that result from work experience and is 0.3 for 5-10 years of work experience and 0.5 for 10+ years of experience.

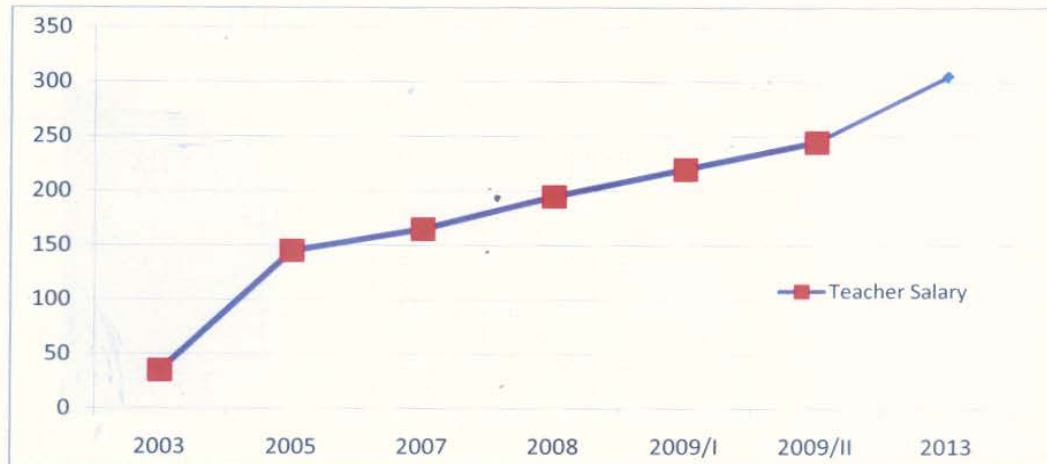
Between 2005-2009 teacher salaries have increased 4 times: in 2007 basic salary was 165 GEL, in 2008 – 195 GEL, in 2009 – 220 and 245 GEL as a result of two changes.

Since 2009, according to the Instruction on Amount of Remuneration of Public School Teachers and Conditions and its Annex #1 (31.12.2008 N1184, in force as of September 1, 2009), as it was already mentioned above, basic salary was 245 GEL. According to the Decree issued the same year, formula for salary calculation remained the same, while only one component – number of students in the classroom – was annulled and workload in spite of number of students in the classroom was introduced (22.04.2008 N374). Therefore, all coefficients related to number of students were supposed to be annulled. However, 0.15 coefficients (out of the first three) still remained (see Annex 1).

Final changes to the salaries of teachers were introduced in 2013 (Decree of the Ministry of Education and Science of Georgia No04/n, January 29, 2013), and basic salary increased to 305 GEL.

Changes to teacher salaries during 2003-2013

Diagram 1

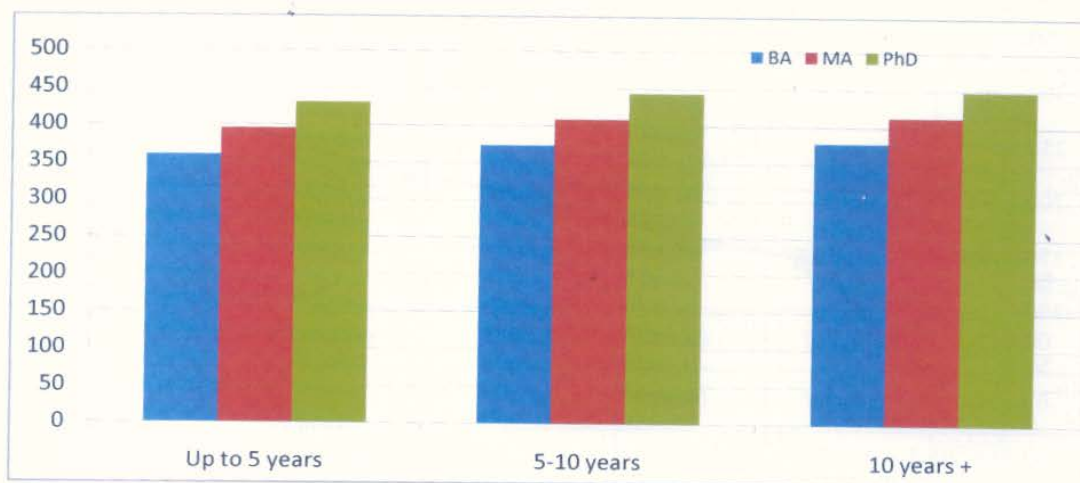


Source: Decrees of the Ministry of Education and Science of Georgia N576 21.10.2005, N374, 22.04.2008, No04/n 29.01.2013.

The diagram better reflects changes that took place during the past 10 years. However, based on data used for calculating existing salaries, tenure and education, it can be said that increase concerns salaries of the teachers that move to the next level of education together with increased tenure. After 2013 salary increase salaries of teachers with over 10 years of experience and doctoral degree is 448.35 GEL. At one glance, salaries have significantly increased, but detailed analysis show that a teacher with BA degree will only receive 35 GEL more after getting MA degree. Another 35 GEL increase is only applicable in case if the teacher gets PhD. Labor appreciation is even less the case while growing tenure. We think increase in tenure means increased work experience. Therefore, as the teacher has worked for over 10 years, his/her salary is only increased by 4.57 GEL, even though the teacher has gained much more experience by that time.

Teacher salaries according to work experience and education

Diagram 2



Source: Decree of the Ministry of Education and Science of Georgia (No39/n March 28, 2014)

In total, if a teacher with BA degree completes MA and PhD level studies, his/her salary will only increase by 88.45 GEL. Such approach significantly reduces motivation for career growth, and pushes them to change occupation if possible.

At the beginning of 2014 the Decree of the Minister of Education and Science of Georgia (No39/no March 28, 2014) introduced amendments to the No1014 Decree of MoES of November 21, 2008 on Approval of Professional Standards of Teachers. This new Decree has defined field and goals of teacher professional standards and its goals, structure of the standards, qualification categories of teachers, occupational characteristics of teacher and criteria for qualification categories. The Decree defines 4 levels of career development of teachers – practitioner teacher, distinguished teacher, researcher teacher, and mentor teacher. However, aside from the content of these levels, a teacher that has only recently entered occupation cannot be considered as a practitioner, and that the standard for teachers cannot be considered the same to all teachers, but should be different for teachers of various categories. Also, at the moment there are no assessment criteria, according to which such categories can be granted to teachers. Also, there are no salaries and amounts that should be provided to teachers according to categories.

Research methodology

Data used for the research were generated from the financial department of the Ministry of Education and Science of Georgia (MoES), National Statistics Office of Georgia on GDP, level of life and average nominal salaries of employees of non-production sector according to types of activities; annual reports of EC (Teachers' and school heads' salaries and allowances in

Europe, 2012/13), Main salaries and allowances of teachers in EU countries, data on minimal and maximal salaries, average salaries, distribution of countries according to GDP per person and related salaries. For comparison we used information of EU countries (western Europe, eastern Europe and post-soviet countries scoring high in international surveys). We have also used decrees of the government of Georgia and those of the MoES as well as instructions regarding teacher salaries. We have processed various articles and Internet materials on teacher salaries by researchers of various countries.

For the survey we have used comparative analysis method. Since we are using already existing statistical data and documents (different decrees, instructions on teacher salaries in Georgia and EU), this is a secondary type of research, which is more and more accepted in social and behavioral sciences, with its advantages and gaps (Rosenberg et al., 2006).

Special advantage of researching secondary data is cost-effectiveness. This is most appropriate when processing international data and numerous materials that enable further generalization. This is especially important since secondary data is characterized with high quality and accessibility, as they are provided by famous and reliable state organizations. Secondary data is also convenient when timeframe for the study are limited.

However, researchers also indicate shortcomings of using secondary data, as they are only used for secondary analysis (Gonzales, 2001), have difficult design (Rosenberg, Greenfield & Dimick, 2006), and other issues, but in our case using these data enabled us to do comparative analysis in a relatively short period of time, which served as a basis for making appropriate conclusions.

For the comparison, as mentioned above, we used countries of EU (western Europe, eastern Europe and post-soviet countries) that have high indicators in international research.

Using above data and documents we:

1. Survey methods used for teacher salary calculation and detailed analysis of the formula used for calculation, identification of its separate functions and meaning; evaluation of functionality of the formula and calculation of salaries using simplified format.
2. Comparison of total teacher salaries with GDP per person; comparison of GDP per person and its volume per person to identify compatibility of salaries with GDP per person in Georgia and EU countries (Economy of the European Union).
3. Comparison of those employed in education, including teacher salaries with salaries of other non-production employees, considering international experience.
4. Description of career ladder of teachers, characteristics of its stages on the example of Estonia, one of the successful post-soviet countries (using Pisa data), with the purpose of designing appropriate career ladder model for Georgia.

Key findings

1. Even though basic teacher salaries have increased several times since 2005, no significant changes (except for removing component of the number of students) have been applied to its content or method for calculation. Annex that is used for the salary calculation is almost the same as it was in 2005 and salaries are still calculated according to its coefficients. Based on the above said, number of incompliance's and challenges are noticeable in salary calculation regulations. First of all, it should be clear what 0.15 coefficient is about. If number of students in the classroom has no effect over

the salary calculation, then why is it used twice in the calculation formula? (1); basic salary according to the formula is not given to any of the teachers, so it's an abstract variable. It would be better if basic salary equals teacher salary with BA diploma, up to 5 years of tenure. Formula for calculating teacher salaries is very complicated (2). It has three variables (with appropriate multiplications), each of them mentions basic salary, twice they have teacher education-related coefficient and work specifics coefficient in spite of number of students in the class. Why is it necessary to use such complicated and not necessarily useful formula to calculate the salary, if it can be done in a much simple way? This would enable teachers to calculate their own salaries in case of any changes (tenure or increased education level). If basic salary is a minimal salary which is provided to the teacher with BA degree and no tenure in case of full-time work, and if other levels of teacher education and tenure are reflected in appropriate coefficients, then the formula for salary calculation will look as follows:

$$\text{Sal (m)} = \text{Sal (b)} \times K(\text{ed}) \times K(\text{we})$$

According to the new formula, 350 GEL will be basic teacher salary calculated.

Table 1

Education	Experience (tenure)	Education coefficient	Tenure coefficient	Salary
Full secondary	<5	0.8	1	280.00
	5-10		1.1	308.00
	>10		1.2	336.00
Vocational	<5	0.9	1	315.00
	5-10		1.1	346.50
	>10		1.2	378.00
BA	<5	1	1	350.00
	5-10		1.1	385.00
	>10		1.2	420.00
MA	<5	1.1	1	385.00
	5-10		1.1	423.50
	>10		1.2	462.00
PhD	<5	1.2	1	420.00
	5-10		1.1	462.00
	>10		1.2	504.00

One fact should be considered here. Removing unused coefficient and simplification of the formula will result into reduction of salaries that were initially calculated according to the old formula. In order to avoid misunderstandings with teachers on reduction of salaries, it is possible to raise basic salary up to 350 GEL.

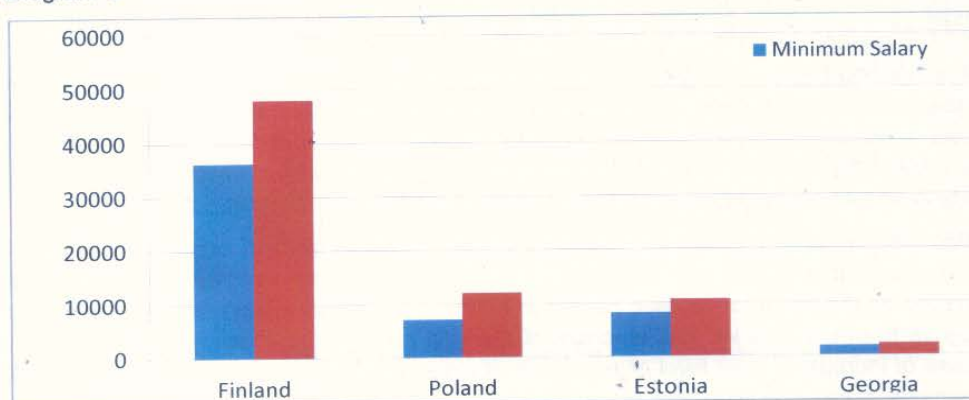
If, according to the existing formula and under the condition of 305 GEL basic salary the mean average calculated according to the new formula is 370.58 GEL, in case of 350 GEL basic salary the average salary would be 386 GEL. On average, up to additional 870,000 GEL would be required to increase average teacher salaries by 14.42 GEL, which should not be an issue for MoES while approving new budget.

2. Motivation of teachers, just like any other employees rests on high salary. This is one of the most important benefits of education. It is the expectation of realistic income that serves as the basis for realistic benefit of education. However, such expectation cannot derive from the salaries that teachers of Georgia have or the supplements they get in case of increasing their level of education or experience. Therefore, salary increase still remains a key condition, but not just for the sake of increase, but for it to result into increased motivation to raise the level of qualification and quality of teaching, and moving from one level of career ladder to higher one. In this case, this does not include salary supplements received as a result of certification or in other forms, since we're only talking about basic salary.

Here we could use similar indicators of European countries, where normative salaries of teachers are generally dependent on the levels of workload and classes. Teachers may progress from low levels to higher ones according to criteria like tenure, experience, additional qualification, etc. However, it should also be considered that basic normative remuneration excludes salary supplements and reliefs (except France, where accommodation reliefs are added to basic salary). Basic salary for EU countries is annual EUR 30,000-65,000 (except some cases, for example, Luxemburg, where average annual salary is EUR 106,652. EU member former socialist countries have relatively low and vary between EUR 4,436 (Bulgaria) to EUR 13,852 (Poland) (Eurydice, 2013), while annual basic salary of Georgian teachers (according to basic salary calculations) is 3,660 GEL. If we continue drawing parallels to teacher salaries in European countries, we will see there is a significant difference between minimal and maximum salaries. In Finland such difference is EUR 11,761 a year, while Poland has EUR 4,983, Estonia has EUR 2,515 (Eurydice, 2013), and Georgia has GEL 440 (EUR 182.57).

Minimum and Maximum Salaries

Diagram 3

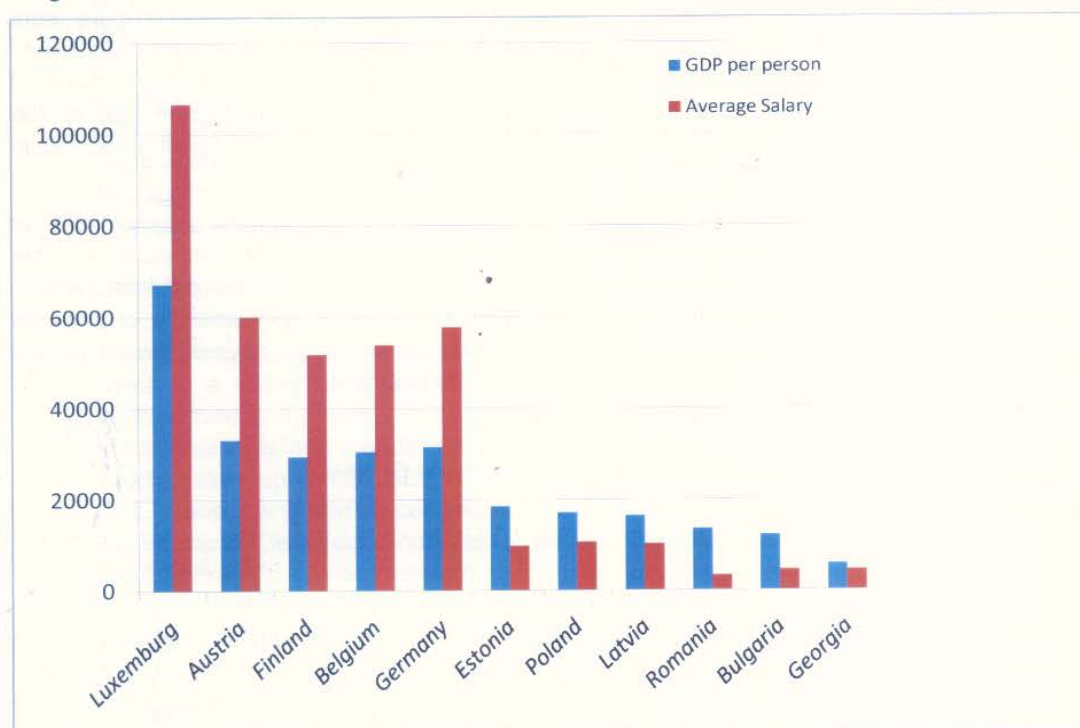


Source: Teachers' and School Heads' Salaries and Allowances in Europe, 2012/13, Eurydice, 2013

At the same time, European countries have significantly different time needed for teachers to reach the category when he/she can get maximum salary. In Estonia, teachers need on average 7-8 years, in Latvia – 10, in Lithuania – 15, in Poland – 20, in Finland – 20, while primary teachers in Spain need 40 years and secondary education teachers need 38. Same is in Portugal, where 40 years of uninterrupted tenure is needed for getting maximum salary (Eurydice, 2013). Best way to compare financial costs of teacher salaries in various countries, ways of calculating salaries and comparing income is comparing total of salaries to GDP per person, which is an indicator of level of live in the country. In most of the countries annual basic nominal salary is less than GDP per person. According to 2012 data the lowest correlation is in Latvia, Lithuania, Romania and Slovakia, where minimal salary for any education level is less than 50% of GDP per person.

GDP per person and teacher salaries

Diagram 4



Source: Teachers' and School Heads' Salaries and Allowances in Europe, 2012/13, Eurydice, 2013

However, it should also be mentioned that GDP per person in these countries is very high and is EUR 15,900 in Latvia, EUR 17,900 in Lithuania, EUR 19,100 in Slovakia, and EUR 12,500 in Romania (Economy of the European Union). For comparison, in 2012 same indicator for Georgia was GEL 5,818. On the other hand, there is a high correlation in Luxembourg, Austria, Finland and other countries.

If we consider basic salary to be minimal salary in Georgia, which has increased 5 times since 2005, then teacher salary will make up 51.3% of GDP per person in 2005, and 62% in 2013. As for the additional teacher salary, as mentioned above, the teacher gets it for specifics of work and advisory functions of the class. Salary supplement is also given for 19 or more class hours. For 19-26 teaching hours full-time teachers get 5 GEL for any additional class hour (Decree of the Minister of Education and Science (No4/n January 29, 2013). European countries have 8 different types of salary supplements. Obviously, not all of them need to be considered here, but for Georgia, due to its diverse geographical terrain, it is necessary for differentiated salary to be applied to teachers that work, for example, in mountainous regions or villages, where there is a lack of local human resources and it is difficult to attract teachers from other areas. Attention should also be paid to reimbursement for additional work hours and activities.

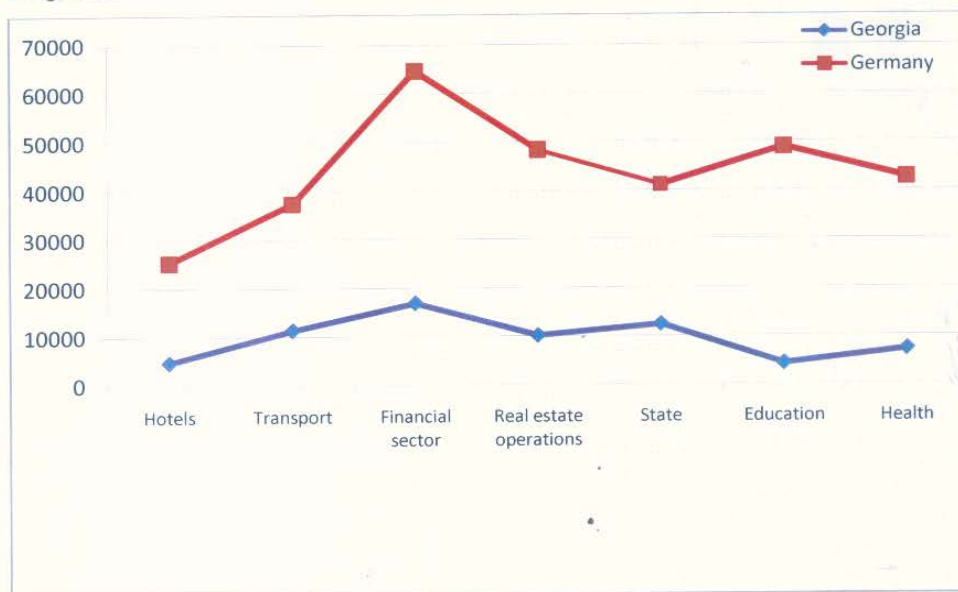
3. One of the ways for defining salaries that may increase motivation is comparison of

average teacher salaries to those employed in other occupations. As finding information on the salaries of people of other occupations, we did a general comparison of salaries of employees of non-production fields inside the country as well as same data from Germany. With this comparison we tried to show the level of remuneration of education employees (including teachers) compared to other occupations. If we compare work remuneration of Georgian education field employees with those employed in other non-production fields, we will see that the difference is significant, but not in favor of education field. In Georgia, average employee salary for non-production field is 709 GEL, ranging from 355 to 1,402 GEL, where 355 GEL is salary of those employed in education.

Salary of education employees is 60% of healthcare employee salary, 26% of employees of financial system, 38% of transportation system employees and 42% of the salary of real estate service personnel. Germany gives completely different picture, where salaries of education employees come top second after salaries of financial system employees. Salaries of other non-production sector employees are far behind education employees, which is well visible from the diagram.

Salaries of non-production sector employees in Georgia and Germany

Diagram 5



No matter what is the argument in favor of low salaries of education workers and especially teachers (teachers don't work all 12 months of the year, their work is comparatively safe, convenient work conditions...), there are same conditions in Germany, and therefore, there is no justification for the policy in this field in Georgia, and it is always possible to bring counter-arguments (examples of other countries) to support increase of teacher salaries. First of all, regardless of how important are above-mentioned fields, except healthcare, they cannot be more important than education,

since education is the field which brings up and shapes up future generation – including future financial dealers, doctors or other professionals - with the help of teachers.

5. Together with salaries, teachers need stimulation for continuous development of skills and knowledge, which is finally reflected in success of the student. This will be possible through career ladder, where progression would be possible based on new knowledge, improved skills, and therefore, improved academic achievements of students. A good example could be Estonia, a post-soviet country, where change of system was followed with reforms. As the need for changes was identified, certain conditions were set and since 2008 numerous changes were introduced, mainly in terms of changing regulations for school funding, teacher payment and many other education-related activities. Teachers were divided into four categories and salaries were applied accordingly. Such approach has contributed to the success Estonian students have in international assessments (PISA 2008.20120).^{*}Teacher categories are: Beginner teacher, teacher, senior teacher, and mentor teacher. According to this model we divided teachers of Georgia into four categories and calculated possible salaries. Basic salary is 450 GEL, which is a salary of a beginner, defined in accordance with 2005 survival income, inflation rate and possible consumer price index growth. We used 1.25 coefficients for teacher salaries and therefore, the salary is 562 GEL, senior teacher coefficient – 1.6, which makes up to 720 GEL, and mentor teacher coefficient – 2.0, adding up to 900 GEL. Considering that all certified teachers will become senior teachers, PhD teachers will be mentor teachers, and each of the schools have 2-3 beginner teachers (6000 in total), remaining 44,450 people that could not or did not go under certification will work as teachers. According to this calculation each year 437,406,000 GEL would be needed each year to pay teacher salaries. We believe this would be the first phase of teacher classification and salaries that would increase in the future (Annex 1 and Annex 2).

Conclusion and recommendations

Since the goal of the state is to create school system that provides each of the students with knowledge, equal opportunities for generating appropriate skills and takes responsibility for the education level and high academic standards of each student, it is necessary for the state to also care for teachers, as they are immediate implementers of this policy. Such care should first of all be expressed in adequate salaries. However, only good will that is enough. It is important to develop state educational policy in a way that education becomes a priority in the country, and funds allocated are adequate.

Special attention should be paid to salaries in current situation, since teachers are faced with more and more requirements each day (unlike employees of other fields). Today, when a large amount of information is accessible for people, it is of utmost importance to have skills for efficient use. Adolescent should be able not only to find information, but also evaluate its content, purpose and quality, defining forms of use for purpose to create new material, intellectual and spiritual values - all of this should be achieved by the adolescent in school. Students should generate skills to be able to define own possibilities and interests, and therefore, find appropriate place in the society. Teachers play extremely important role in doing this, and therefore, they should be ready for giving new knowledge and correctly directing activities.

Based on above-said and considering teacher salary forms and systems in other countries, we believe it is appropriate to prepare recommendations for the improvement of labor remuneration of teachers in Georgia. Primary objective to support this process is increased funding for

schools and therefore, increasing funds allocated for teacher salaries. Therefore:

1. Rules for salary calculation should be updated. Unused coefficients should be removed or the formula should be changed that allows multiplication of basic salary to appropriate coefficients - $Sal(m) = Sal(b) \times K(ed) \times K(we)$. At the same time, it is necessary to increase basic salary to 350 GEL so that discrepancies deriving from existing formula are covered and more differentiation of salaries is possible (table 1).
2. We think it's appropriate to feature teacher career ladder as follows: beginner teacher, teacher, senior teacher, and mentor teacher. Therefore, salaries will be differentiated based on basic salary, and criteria will be defined that will enable and stimulate teachers to progress to higher levels (constantly improve knowledge and skills, obtain MA or PhD degree, get training, use new techniques and technologies in teaching process, improve teaching quality, etc.). Otherwise, the teacher will step down during new elections. This stimulus will be supported with significant differentiation of salaries according to levels (when difference between salaries at different levels will be around 115-200 GEL). As for teachers that cannot get additional training for age or other reasons and cannot increase their knowledge, they will remain on the second – teacher – position.
3. It is necessary to organize additional salary reimbursement system. This, first of all, should be linked to geographic location, which is an important issue for Georgia. Teachers of schools located 1,000, 1,500 meters or higher above the sea level should be given salary supplements that are defined according to relevant coefficients. Also, supplements should reflect performance of additional duties, overtime work, etc.
4. Since salaries of non-production sector employees is much higher than those of teachers, and since teacher salaries have not been corrected according to survival income or inflations (duly respected in other countries), we believe it is appropriate to increase basic salary at least to the average salary of those employed in non-production sectors. (Fulfilling recommendation #2 will also resolve this issue).

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Annex 1

Teacher salaries according to categories

	Teacher categories	Possible salaries	Possible # of teachers	Total
1	Beginner	450	6000	2 700 000
2	Teacher	562	44450	24 980 900
3	Senior Teacher	720	11430	8 229 600
4	Mentor Teacher	900	600	540 000
One month				36,450,500
Total annually				437,406,000

Basic – 450 GEL, K1=1,25; K2=1,6; K3=2

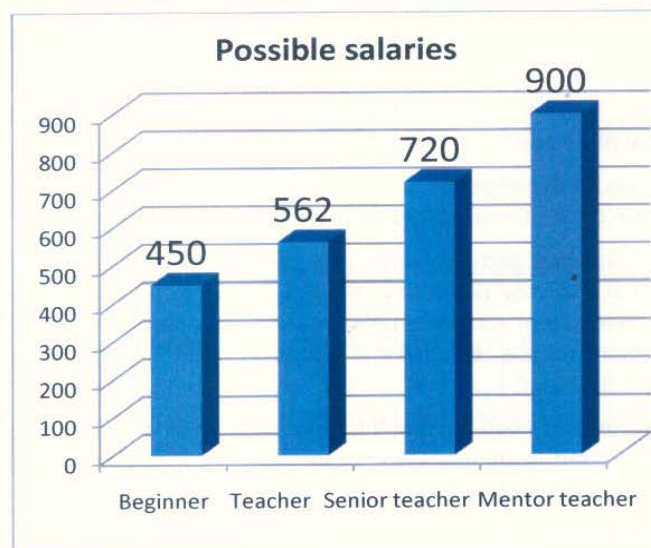
GR.2- GR.1=112,

GR.3-GR 2=158,

GR.4-GR.3=180

Annex 2.

Teacher categories and possible salaries



Annex 3

Salaries of non-production sectors in Georgia and in Germany

	Indicators	Georgia 2012	Germany 2012
1	Hotels and restaurants	4770(397,5)	25265
2	Transport and communication	11320,8(943.4)	37356
3	Financial activities	16827,6(1 402.3)	64576
4	Real estate operations, rent and customer service	40122(843.5)	48287
5	Public administration	12374,4(1031,2)	41123
6	Education	4261,2(355,1)	48860
7	Healthcare and social assistance	7194(599.5)	42597
8	Utilities, social and personal assistance	7225,2(602.1)	

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<https://www.destatis.de/DE/Publikationen/StatistischesJahrbuch/VerdiensteArbeitskosten.pdf?blob=publicationFile>

Decree of the Ministry of Education and Science of Georgia No04/n, January 29, 2013

Annexes 1, 2, 3.

Annex 1

Salaries of teachers with up 5 years of work experience

Education, qualification and work experience		Coefficient	General education teacher
			Any number of students in class
Coefficient			0.15
Education and qualification			GEL
1	Full general education	0.8	289.75

2	Vocational education	0.9	324.83
3	MA	1.0	359.90
4	BA	1.1	394.98
5	Director or equal scientific degree	1.2	430.05
Work experience X			
6	X ≤ 5 years	0.2	-
	Basic salary = BA = 1 month	305	

Annex 2

Salaries of teachers with 5-10 years of work experience

Education, qualification and work experience		Coefficient	General education teacher
			Any number of students in class
Coefficient			0.15
Education and qualification			GEL
1	Full general education	0.8	303.48
2	Vocational education	0.9	338.55
3	MA	1.0	373.63
4	BA	1.1	408.70
5	Director or equal scientific degree	1.2	443.78
Work experience X			
6	5 years < X ≤ 10 years	0.5	-
	Basic salary = BA = 1 month	305	

Annex 3

Salaries of teachers with above 10 years of work experience

Education, qualification and work experience		Coefficient	General education teacher
			Any number of students in class
Coefficient			0.15
Education and qualification			GEL
1	Full general education	0.8	308.05
2	Vocational education	0.9	343.13
3	MA	1	378.20
4	BA	1.1	413.28
5	Director or equal scientific degree	1.2	448.35
Work experience X			
6	X > 10 years	0.6	-
Basic salary = BA = 1 month		305	



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Comments and Questions

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