

## Historical Analysis of The Problems of Teacher Shortage in The Public Education System

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### ABSTRACT

**Objective:** This study aims to analyze the historical causes of teacher shortages in Uzbekistan, examining their impact on the quality of education and evaluating the effectiveness of government interventions in addressing the issue. **Method:** A historical-analytical approach is employed, drawing on archival records, policy documents, and statistical data to trace the evolution of teacher shortages across different periods. Comparative analysis is used to assess the outcomes of various policy measures and their long-term implications. **Results:** The findings indicate that teacher shortages in Uzbekistan have been persistent due to factors such as rapid population growth, inadequate teacher training infrastructure, and competition from alternative employment sectors. While government interventions, including financial incentives and recruitment policies, have shown some success, they have not fully resolved the issue, particularly in rural and underserved areas. **Novelty:** This study contributes to the discourse on teacher shortages by providing a comprehensive historical perspective, linking past and present challenges to policy effectiveness. Unlike previous studies that focus solely on contemporary issues, this research highlights the structural and systemic factors that have shaped the problem over time, offering insights for more sustainable solutions.

## INTRODUCTION

Teachers play a fundamental role in shaping the quality of education, directly influencing student learning outcomes and the overall effectiveness of the education system [1]. In Uzbekistan, significant efforts have been made to enhance teacher recruitment and retention; however, the issue of teacher shortages persists in various regions. Over the past five years, the number of teachers in the country has increased by 61.5 thousand, yet certain areas continue to experience a deficit of qualified educators. This shortage is particularly pronounced in remote regions, where attracting and retaining skilled professionals remains a challenge [2]. Recognizing the severity of the issue, the government has implemented various measures to address the problem [3]. One such initiative is the Presidential Resolution No. PP-4940, adopted on January 11, 2021, which introduced financial incentives for teachers working in budget-funded organizations in remote areas. Despite these interventions, the demand for qualified educators continues to outpace supply, highlighting the need for a deeper analysis of the underlying factors contributing to teacher shortages [4]. This study aims to explore the historical and structural dimensions of teacher shortages in Uzbekistan, examining policy measures, statistical trends, and their implications for the future of public education.

## RESEARCH METHOD

There is a lot of scientific literature on the history and development of public education during the years of Soviet power [5]. In particular, in the research of such authors as K.Kodirov, S.Sodikov, S.Shermukhammedov, S.Mavlyanova, information is provided on the organization of a system for advanced training of school teachers. With a deeper approach to the research, an attempt was made to illuminate the topic through scientific literature, archival sources, and oral history materials [6].

## RESULTS AND DISCUSSION

If you look at the statistics in the field of education since the beginning of the last century, it becomes clear that there has always been a shortage of teachers [7].

For example, in 1914, there were 710 teachers per 17,500 students, including part-time teachers; in 1927, there were 5,404 teachers per 140,000 students; in 1940, there were 35,376 teachers per 1,271,000 students; and in 1957, there were 7,1724 teachers per 1,254,000 students. The discrepancy in these figures sharply increased during the Second World War. The number of teachers involved in military operations and more important work in the rear decreased due to warehouses, hospitals, and school buildings taken for staff purposes [8]. The system of seven-year and evening schools proved useful in the rapid training of specialists in various sectors of the national economy. The teaching staff of these schools consisted mainly of graduates of the Teachers' Institute, educational institutions, and 6-month courses. The introduction of 8-year school education in general secondary education has increased the demand for teachers with higher education.

Intensive work in the field of teacher training has begun to yield results. In the 1959-1960 academic year, the number of primary teachers in the republic reached 71.7 thousand people. 1161 of the best school teachers, as well as 500 women, were awarded the honorary title "Honored Teacher of the Republic." The shortage of teachers in the republic was one of the most important problems hindering the development and improvement of the quality of education [9]. The factors of teacher shortage are multifaceted, including the rapid growth of educational infrastructure, the shortage of qualified personnel, and the great responsibility placed on teachers. The Soviet government took various measures to solve this problem, but it remained relevant in different historical periods, especially in rural areas. Educational forms for raising teachers' awareness have been expanded. That is, the number of teachers who, while working, took advantage of the opportunity to receive higher education has increased [10]. Another reason for the shortage of teachers was their involvement in other jobs. Due to the fact that teachers with higher education kept pace with the times and were aware of ideological work, their involvement in management work was strong. In particular, the staff inspector of the Andijan Regional Department of Public Education, Burnasheva, reported to the Ministry of Education of Uzbekistan on March 18, 1960, that 125 teachers had transferred to various jobs, including 59 to party management, 27 to trade unions and other organizations, and 23 to new professions [11].

Also, a number of domestic problems caused teachers to change professions, and as a result, the problem of shortage arose again. In particular, in the Andijan region, 48 teachers were dismissed in the same year (1960). Of these, 23 worked as teachers for more than 3 years, 24 were dismissed for various family reasons, and 1 was dismissed due to a criminal case. That year, according to the plan, 603 specialists were supposed to graduate from various educational institutions and enter the Andijan education system. In fact, 501 specialists returned. Despite the fact that the dynamics of teacher provision increased in different historical periods, the problem remained unresolved. In particular, the shortage of philology teachers was a priority in the problem of teacher shortage. In the 1962-1963 academic year, due to the shortage of Russian language teachers, classes were not held in more than 600 schools of the republic [12]. The shortage of foreign language teachers has caused lessons to be missed in more than two thousand schools. In the 1961-1962 academic year, there was a shortage of more than 14 thousand foreign language teachers in the republic. In particular, there was a shortage of 450 teachers for grades 1-4, 1325 for mathematics, 1150 for physical education, 930 for drawing and painting, and 2600 for labor.

In 299 eight-year schools of the Samarkand region, foreign languages are taught, two of which are Hindi and Urdu. Of the 306 foreign language teachers, 210 had higher education. However, it was noted that the level of foreign language proficiency of graduates in university entrance exams is extremely low [13]. Due to the lack of specialists, foreign languages were not taught in 385 other schools. 17 teachers in the region did not have diplomas of a special degree.

The problem of teacher shortage was also high in the Tashkent region. In the 1963-1964 academic year, there were 680-187 secondary, 403 seven-year, and 90 primary schools in the oblast. 21,2507 students studied, and 13,327 teachers worked [14]. However, there was a shortage of 458 teachers and 150 teachers of Russian language alone to ensure full teaching hours. Due to the lack of foreign language teachers, classes were not held in a number of schools. For example, foreign language lessons were not taught in schools No. 76, 81, 83, 84, 87, 88, 94, 93, 95, 101, 103, 105 of the Urtachirchik district, and in schools No. 38, 12, 18, 14, 16, 13, 7, 15, 19, 22, 24, 28, 30, 31, 34 of the Bekabad district [15].

The low quality of provision of teachers in the public education system in almost all regions of the republic has become a serious problem. In this regard, even the resolution of the People's Control Committee of the Uzbek SSR dated January 28, 1971, "on the unsatisfactory fulfillment of party tasks, serious shortcomings in the provision and use of pedagogical personnel for schools of the republic" was published. According to reports from the regions and inspection results, as of 1971, 155,770 teachers were working in the republic, and a number of measures were taken to create working conditions for them. Nevertheless, 2160 teachers taught in Tashkent region, 1840 in Kashkadarya region, 1530 in Syrdarya region, 1115 in Namangan, 1571 in Fergana, 717 in Andijan, and 1117 in Khorezm. In particular, V. Khanaqov, a Russian language teacher at the Suvorov school in the Kamashi district of the Kashkadarya region, taught

sociology, history, geography, and labor at the same time, T. Vasilyev, a teacher at School No. 69 in the Namangan region, having secondary education, taught Russian language, literature, and drawing, M. Tashkanov, a teacher at School No. 50 in the Moscow district of the Andijan region, taught Uzbek language, drawing, history, and singing, and D. Haydarov, a teacher at School No. 21 in the Kuva district of the Fergana region, taught French without special education. Teachers who were assigned to work but did not arrive at the workplace or left the workplace due to dissatisfaction with the conditions created became very common. The government's reform of referral work began to fail.

The problem of teacher shortage was also very acute in Karakalpakstan. In the 1958-1959 academic year, 89,078 students studied in two or three shifts in 622 schools across the republic. Of course, studying in two or three shifts had a serious negative impact on the quality of education. The lack of school buildings and the insufficient number of teachers led to the decline of the education sector. During these academic years, 5,370 teachers worked in the republic, of which only 1,151 had higher education.

Due to the shortage of teachers, many teachers taught more than the norm. For example, A. Kim, a teacher at School No. 3 in the Pakhtakor district of the Syrdarya district, taught 55 hours of mathematics, Kh. Usaulov, a teacher at School No. 1 in the Jizzakh district, 42 hours, R. Sannikova, a teacher at School No. 69 in the Namangan district, 42 hours, and a teacher at School No. 16 in the Koshkupyrdistrict of the Khorezm region, 39 hours. There were also frequent instances of school principals and their deputies teaching a maximum of 12 hours. There are not enough applications from the departments of public education for the necessary teachers. In the republic, cases of teachers leaving their jobs for various reasons have further complicated the problem. In the 1969-1970 academic year alone, about 4,000 teachers left for various reasons. According to Order No. A-56 of the Ministry of Education of the Republic of Uzbekistan dated April 7, 1971, despite the shortage of specialist personnel, the issue of staff shortage was not included in the council plan of the Kashkadarya Regional Department of Public Education. In the departments of public education of the Chust, Urgench, Kushkupir, Urtachirchik, and Kamashi districts, the issue of personnel has not been discussed at all in the last two years.

In a communication letter from the head of the personnel department of the Ministry of Education, S. Haydarova, to the head of the Tashkent Regional Department of Public Education, it is requested to provide information within one day about the young specialist personnel who arrived in 1971 and the reasons for the dismissal of teachers in the last three years.

In some documents, discrepancies were observed, the regional departments of public education did not send the requested number of teachers, as a result of which the issue of staff shortage was raised again. In particular, one can find information about a significantly smaller number of teachers (194 instead of 326 in 1960, 296 instead of 435 in 1961) compared to the number of specialist personnel requested by the Department of Public Education of the Tashkent region by year, or about graduates who, having graduated from universities, did not want to go to work with referrals and stipends. In

particular, Yu. Rogachev, A. Mishutina, R. Lobanov, D. Alimetova, who graduated from the Tashkent Regional Pedagogical Institute in 1961, despite receiving a referral, did not come to work in the Yukorichirchik district.

Another graduate, Goldeevich, despite the conditions created for young teachers, reported to the department and returned to his place of residence.

Teachers of mathematics, physics, foreign languages, and Russian worked on a high distribution basis. To solve the problem of teacher shortage, one-year pedagogical classes were organized in the upper grades of schools, where students could teach in elementary grades after graduation.

Under the guise of eliminating the problem of the shortage of teachers teaching in Russian, teachers from Russia and Ukraine were sent to work on assignment. They also influenced the national culture of the republic's population. In 1972, 609 young teachers from the RSFSR and 277 from the Ukrainian SSR arrived on assignment and worked in the republic's schools. Due to the high demand for foreign language teachers, 83 foreign language teachers were also sent to Surkhandarya and 120 to Andijan region.

The reason for the lack of improvement in the quality of education was the lack of a material and technical base, as well as insufficient conditions for teachers. Along with catering establishments, teachers were not adequately provided with medical services, and the level of their housing provision was also poor. Graduating specialists are lagging behind the level of requirements for teachers by public education departments. At the same time, there were many cases when young specialists, after graduation, did not go to those regions on a referral basis. In Andijan, Bukhara, and Namangan regions alone, in 1972, more than 150 teachers did not reach their places of work. It is especially common among graduates of Samarkand and Tashkent universities.

During the inspection of evening and correspondence schools in the Kamashi district of the Kashkadarya region, it was found that classes are not held due to a shortage of teachers, and as a result, their attendance is extremely poor. In the Khazarasp district of the Khorezm region, there are 49 schools, and 9th, 10th, and 11th grades of evening village schools have been organized under these schools. Of course, full-time teachers taught in these schools.

A similar situation existed in the Andijan region. It was revealed that 180 teachers in the region are working without any pedagogical diplomas, 567 have incomplete higher education, and 2,552 teachers are working with a large teaching load. Of the newly hired teachers, 487 have transferred to other jobs due to housing problems.

Thousands of teachers graduating annually from pedagogical educational institutions operating in the republic could not solve the problem of staff shortage. Resolution No. 88 of the Council of Ministers of the Uzbek SSR dated March 13, 1973, "On the Significant Shortage of Teachers in Schools of the Republic and Their Application," was adopted. As of 1973, 171,438 teachers worked in the republic's schools, of which 109,832 had higher education. Nevertheless, the level of staffing with teachers remains low. There are still cases where one teacher teaches several subjects. Due to the lack of teachers, some subjects were not taught at all. In particular, there were many cases of

absence of classes in Khorezm, Andijan, and Namangan regions. In the Denau and Gagarin regions of Surkhandarya region, and the Khazarasp district of Khorezm, there were many teachers who taught 45 hours a week.

The aforementioned problem of teacher shortage has led to various offenses on the ground. There have been instances of attempts to embezzle funds by recruiting non-existent specialists from other schools and assigning them lessons. During an inspection of the activities of the directors of schools No. 13, 14, 15 of the Akdarya district of the Samarkand region, the embezzlement of funds at the expense of dead people was revealed. The director of School No. 13 Nurmatov Yuldash allocated a total of 378 rubles to the biology teacher of School No. 14 I. Neverova from January to June 1970. However, at the time of the inspection, it was found that I. Neverova had 26 hours of classes at the school where she worked, and she did not have free time to go to another school. In the explanatory note written by the director, it was stated that because I. Neverova could not come to school, another teacher taught the lesson and took the money. It was established that R.Okbutaev, who "conducted lessons" instead of I.Neverova, was actually a Russian language teacher. Of course, the paid funds have been recovered. However, there were violations, but there were many unspecified cases.

In the Yangiyul district of Tashkent region, the number of dismissed managerial personnel in 1966-1969 was 31, most of whom resigned voluntarily. In the town of Angren, 15 managerial personnel were dismissed during these years. If we separate 1 case of emigration and 1 case of death, then 13 people transferred to other jobs. In the Kalinin district, 3 out of 12 people retired, and 9 were fired. 3 were dismissed, 6 left on their own.

## CONCLUSION

**Fundamental Finding :** This study confirms that teacher shortages in Uzbekistan's public education system have persisted despite various policy reforms and governmental interventions. Systemic challenges, including rapid population growth, uneven teacher distribution, and competition from alternative employment sectors, continue to hinder sustainable solutions. **Implication :** The findings highlight the need for a multifaceted approach to teacher recruitment and retention, emphasizing equitable distribution, improved working conditions, and enhanced professional development programs to ensure a stable and high-quality education system. **Limitation :** However, this study primarily relies on historical and policy analysis, lacking empirical field data on the lived experiences of teachers and the effectiveness of recent reforms at the local level. **Future Research :** Further research should incorporate qualitative and longitudinal studies to assess the impact of teacher retention strategies, explore regional disparities in teacher shortages, and evaluate the role of digital education in mitigating the issue, particularly in remote and underserved areas.

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