

RECOMMENDATION No. 62
TO THE MINISTRIES OF EDUCATION
concerning
THE SHORTAGE OF SECONDARY SCHOOL TEACHERS
(1967)

The International Conference on Public Education,

Convened in Geneva by the United Nations Educational, Scientific and Cultural Organization and by the International Bureau of Education, meeting on the sixth of July, nineteen hundred and sixty-seven for its thirtieth session, adopts on the fourteenth of July, nineteen hundred and sixty-seven, the following recommendation:

The Conference,

Considering the role of secondary education in giving effect to the principles laid down in the Universal Declaration of Human Rights (clause 26), the Convention and Recommendation against discrimination in the field of education (clauses 4 and 5a), and the International Covenant on Economic, Social and Cultural Rights (clause 13),

Considering that secondary education must now provide simultaneous solutions to problems considerably more complex and numerous than those which have had to be faced hitherto, for example:

- (i) the continuous development of the role and aims of this type of education from the social, pedagogical and vocational points of view;
- (ii) the constantly increasing school enrolment consequent upon population growth, greater access to education and other economic, cultural and political factors;
- (iii) the need to revise and keep up-to-date the content of education;

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- (iv) the urgent need to review teaching methods in the light of new knowledge, new techniques and new social and economic pressures;
- (v) the enlargement of the role of counselling and guidance in secondary schools,

Considering that it is necessary to devise and adopt measures appropriate to the progress of education in developing countries,

Considering that secondary education is an essential factor in the development of man and modern society,

Considering that the shortage of secondary school teachers is felt particularly in countries where the provision of teacher training facilities- has not kept pace with the rapid expansion of secondary education,

Considering that the shortage of teachers is more acute in certain fields than in others,

Considering that, in view of these factors, new problems arise as an attempt is made to train qualified teachers in sufficient numbers,

Considering that the growing tendency towards increased enrolment necessitates the establishment of forecasting and planning machinery for the development of secondary education,

Considering that the rapid changes taking place in the world increase the responsibilities of teachers and make it necessary for them to possess progressively higher qualifications in the scientific and technical field as well as in teaching methods, and that in consequence the professional nature of teaching is always evolving,

Convinced that the implementation of the Recommendation concerning teachers' status adopted in September-October, 1966, by the Special Intergovernmental Conference organized by Unesco of the recommendations concerning teachers' training and conditions of service approved since 1935 by the International Conference on Public Education, organized until 1939 by the International Bureau of Education and thereafter jointly by the International Bureau of Education and Unesco, and of the conventions and recommendations relating to this question adopted by the International Labour Organization, would constitute a considerable contribution towards remedying the shortage of secondary school teachers,

Considering, moreover, that it is for the various countries to find solutions to these problems in the light of their respective situations,

Submits to the Ministries of Education in the various countries the following recommendation:

Study of the Causes of the Shortage of Secondary School Teachers

1) Measures taken to remedy the shortage of secondary school teachers should be based on an objective examination of the causes underlying this shortage. Information collected on a national basis may be supplemented by a comparative study of the educational, sociological, economic and psychological conditions tending to aggravate or alleviate the shortage in other countries.

2) Planning services must play an important part in the study of the causes of the shortage and suitable means for remedying it. Where such services do not exist, their development must be regarded as a matter of top priority.

3) A study should be made of the effects of increased birthrate, immigration and migration to urban areas, on secondary school enrolment and the consequent shortage of teachers. Special studies should be undertaken to determine the effect on secondary school teacher shortage of inequitable geographical distribution of schools with special reference to urban and rural areas.

4) Special attention should be given to certain new factors of secondary education which affect the shortage of secondary teachers. Such factors include, the need for more diversified and specialized education, changes in the curriculum to provide new types of courses the requirements of modern science and technology, the necessity for promoting the study of modern languages and literary subjects a growing concern for the manpower needs of economic and social development, and the new approach to the guidance of pupils necessitating their exposure to a wide spectrum of intellectual and practical disciplines.

5) Planners must take into account all the factors which govern the demand for teachers, especially population growth, raising the compulsory school leaving age, increases in school attendance rates, and improved teaching conditions.

6) Educational authorities should examine the extent to which the expansion of the facilities for the further education and vocational training of adults in a wide range of subjects increases the demand for secondary school teachers, especially in places where literacy campaigns have been very successful.

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7) Efforts should also be made to distinguish between the causes of short-term and long-term shortages, since the one requires emergency measures and the other permanent ones.

8) A study should be made of the manner in which and the extent to which university institutions can contribute more to the training of secondary school teachers in adequate numbers and quality.

9) In the light of the relationship between the supply of and the demand for secondary school teachers, serious consideration must be given to devising plans for the efficient utilization of competent teachers so as to increase the effectiveness of the service which they can provide.

10) A study should be made of the optimum size of secondary schools with a view to the most favourable utilization of teachers. As unfortunately oversized classes will be inevitable in many countries for some time to come, it would be advantageous if this study were also to examine new techniques of teaching and class management for use in such circumstances.

11) A study should be made of the extent to which the inadequacy of candidates offering themselves to be trained as secondary teachers is due to the fact that more lucrative remuneration, greater social status and other economic and social benefits are available in other professions requiring the same level of training and intellectual attainments. One should also emphasize the moral and human dignity attached to the teaching profession.

Steps Taken to encourage the Recruitment of Secondary School Teachers

12) The authorities should recognize that an essential means of remedying the shortage of qualified teachers is to put into effect the principles and standards laid down in the above-mentioned recommendation concerning the status of teachers, particularly with regard to their economic and social condition.

13) In accordance with the above-mentioned recommendation steps should be taken to ensure not only that secondary school teachers' salaries and social security conditions compare favourably with those of other professions requiring similar and equivalent qualifications, but also that their conditions of living, work and employment as well as their professional prospects are such as to attract and retain in the teaching profession an adequate number of fully qualified persons.

14) Conditions of service in the teaching profession should be made sufficiently attractive to enable teachers with family responsibilities to continue their service and those who have interrupted their teaching to resume it later, either on a full-time or part-time basis, without financial hardship or disability. Conditions of service for women teachers with family responsibilities should be such as to enable them to continue their educational work. It would also be desirable to authorize the same teachers, if they are obliged to interrupt their service, to resume it at a later date.

15) If the public interest so requires, teachers who have reached retirement age but are still physically and intellectually able and willing to continue in service should be encouraged to do so either on a part-time or full-time basis and in particular to advise younger teachers with their experience.

16) In order to meet urgent needs, the possibility should be considered of employing on a temporary or part-time basis, qualified personnel from other professions to teach subjects connected with their training, pending the training of duly qualified teachers. Wherever possible, it is desirable that short courses in methodology and educational psychology be arranged for the temporary teachers.

17) In countries where it is not possible to solve the problem of teachers in this way, other emergency measures might be adopted, also of a provisional nature, such as employing students from teacher training colleges and other higher education institutes, giving them special training before and during their service in secondary schools.

18) Efforts should be made to ensure balanced recruitment of male and female teachers.

19) The recruitment of prospective secondary school teachers could be encouraged by giving talks to pupils in the last years of secondary education about the value and prospects of the teaching profession, arranging meetings and conversations with experienced secondary school teachers who could awaken university students' interest in secondary education and organizing visits to efficient secondary schools. Secondary school teachers can, by their example the quality of their teaching and their sense of vocation, play a major part in encouraging young people to enter the teaching profession. : Professors in faculties of arts and sciences might be asked to draw their students' attention to the importance of secondary school teaching and encourage them to specialize in such disciplines as are in great demand.

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20) The authorities should recognize the major role of secondary school teachers and their contribution to the development of man and modern society. Furthermore, they should encourage secondary school teachers to suggest ways of improving their status and to play an active part in social and public life.

The Basic and Further Education of Secondary School Teachers in Relation to Shortage

21) Establishments concerned with the education of teachers should be expanded and new ones established in order to train adequate numbers of teachers and give specialized training in those subjects that suffer from acute shortage. In this way, permanent machinery would be set up for the continuous elimination of teacher shortage.

22) Whatever steps may be taken to provide emergency training for teachers, it is essential that adequate standards be maintained with regard to general studies, intended field of teaching, theoretical and practical teacher training. Moreover, provision should be made for the further education of staff trained this way, in order to consolidate their basic training and familiarize them with current knowledge of educational techniques and methods.

23) Special attention should be devoted to the training of teachers for technical subjects in secondary schools through short or long-term courses.

24) Since certain expedients designed to remedy the shortage of secondary school teachers (e.g. overcrowded classes or teachers being requested to work for unusually long hours) are incompatible with the aims of education and harmful to both teachers and pupils, the authorities concerned should take all urgent practicable steps to obviate the continued need for these measures.

25) Provision should be made in the field of basic and further education for the transfer of qualified teachers to secondary work and also for the preparation of specialists from other fields for secondary teaching. Higher institutions offering agricultural, engineering and commercial training should also give, or encourage their graduates to receive, pedagogical training in order to ensure an adequate supply of teachers for specialized secondary schools or classes. Universities should provide opportunities for intellectual contact with secondary school teachers through refresher courses. For the purposes of basic and further education of teachers, the

use of correspondence or evening courses should be explored. It is recommended that, within the present training system, and in so far as this is possible, students be selected from the areas in which the shortage is most acute and that, on the other hand, they be encouraged to want to go where the* services are most needed.

26) In case of shortage, secondary school teachers normally teaching one subject should be prepared to accept responsibility for the teaching of related subjects. Efforts should also be made in establishments concerned with the education of teachers to give students a wide training so as to increase the* usefulness.

27) Modern teaching aids, such as school radio, television and programmed instruction, while they do not replace the teacher, can help to improve the quality of education. With new patterns of organization, such as team teaching, these aids may also enable the most competent teachers to serve larger numbers of pupils. It is essential, however, that plans for the use of modern technology be based upon sound theory and careful research and be tested thoroughly in pilot studies to determine the* optimum use on a large scale. These methods should be employed for the training of teachers and instruction in their use incorporated in the syllabuses of establishments for the education of teachers.

International Collaboration

28) In the interests of international co-operation, the more advanced countries should provide increased technical and financial assistance to developing countries as a contribution towards the establishment of advanced teacher training colleges, university departments of education, and colleges for the training of technical teachers, particularly in countries where such institutions do not yet exist. Regional action should also be encouraged through technical assistance especially in the planning and establishment of these colleges. While assistance may be given to facilitate direct external recruitment of secondary school teachers in specialized fields, efforts should be concentrated on the award of fellowships to teachers who, by reason of being engaged in teacher training, have a multiplier effect.

29) Co-operation in the field of the basic and further education of secondary school teachers should be carried out at bilateral regional, and multilateral levels. International organizations, especially Unesco and other U.N. agencies and organs interested in the training of teachers and instructors, should increase their

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aid in the field of training and further training of secondary school teachers. Non-governmental organizations, professional bodies, voluntary associations, philanthropic foundations should also be urged to continue their good work in contributing even more effectively to the training of teachers and teacher trainers.

30) Courses and seminars of an international character should be organized in respect of subjects where the content and teaching methods develop rapidly. Participants should be selected on the basis of their teacher training experience with a view to the possibility of their sharing this experience with other colleagues and subsequently directing courses of further training in their respective countries. International action should be taken to facilitate teacher exchange, and the dissemination of ideas, information and documentation on the training and further training of teachers. International collaboration among establishments concerned with the education of teachers in different countries should be encouraged in order to promote international understanding, the sharing of facilities with less favoured countries, and the attainment of a high standard of professional excellence.

31) Unesco and IBE are invited to organize research into the problem of the shortage of teachers in countries where it has already been experienced and take into account the knowledge gained when suggesting possible solutions.

32) The competent international organizations, particularly Unesco, should be invited to undertake a comprehensive effort of documentation, information and publication on the problems met with, the studies being carried out, the solutions developed and the action taken regarding the shortage of teachers.

Implementation of the Present Recommendation

32) Since the purpose of this recommendation is to help find solutions to the serious problem of the shortage of secondary teachers, it is important that the text be given wide publicity by Ministries of Education, and education authorities for the level most concerned. Educational documentation centres, teachers' and parents' associations, both national and international, the educational press, both official and private, should play a large part in making the recommendation known among the services concerned, the administrative and teaching staff, universities and the general public.

34) Unesco and other international organizations are invited to

facilitate, with the collaboration of the Ministries of Education of the countries concerned, the examination of the present recommendation on a national or regional basis with a view to its implementation in accordance with the characteristics of each region.

35) Ministries of Education and other competent authorities are invited to examine forthwith the present recommendation in relation to the *de jure* and *de facto* situations and the ethnic and cultural conditions of their respective countries, for the purpose of implementing in a creative manner its provisions where they are not yet in force, and to adapt them as far as necessary to the various national situations.

36) In view of the urgency of the matter considered in the present recommendation, Unesco and the IBE are invited to send out a questionnaire, by the end of 1969, requesting Ministries of Education to give the necessary information regarding the measures undertaken for the purpose of implementing the provisions of this recommendation in their respective countries.