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A SYSTEMATIC APPROACH TO THE UPGRADING AND IMPROVEMENT
OF UNQUALIFIED TEACHERS OF SECONDARY EDUCATION IN
EASTERN VENEZUELA

The University of Nebraska - Lincoln

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**A SYSTEMATIC APPROACH TO THE UPGRADING AND IMPROVEMENT OF UNQUALIFIED
TEACHERS OF SECONDARY EDUCATION IN EASTERN VENEZUELA**

by

Salvador A. Cammarata

A DISSERTATION

**Presented to the Faculty of
The Graduate College in the University of Nebraska
In Partial Fulfillment of Requirements
For the Degree of Doctor of Philosophy**

Major: Adult Education

Under the Supervision of Professor Wesley C. Meierhenry

Lincoln, Nebraska

December, 1979

TITLE

A Systematic Approach To The Upgrading And Improvement Of Unqualified
Teachers of Secondary Education in Eastern Venezuela

BY

Salvador A. Cammarata

APPROVED

DATE

<u>W. C. Meierhenry</u>	<u>December 12, 1979</u>
<u>Larry Andrews</u>	<u>December 12, 1979</u>
<u>Gerald Boardman</u>	<u>December 12, 1979</u>
<u>Donald McCurdy</u>	<u>December 12, 1979</u>
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SUPERVISORY COMMITTEE

GRADUATE COLLEGE

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S.C.

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CHAPTER I

INTRODUCTION

Purpose of the Study

The main purpose of this study was to generate an instructional system model, leading to the upgrading and improvement of unqualified teachers of secondary education in eastern Venezuela.

The system was drawn from the experiences of the writer in teacher training activities in the eastern area of Venezuela, and from principles and procedures currently adopted in instructional systems design.

Such a system will be suggested to the Vice-Rectorate for Academic Affairs within the University of Oriente (Universidad de Oriente--UDO), either as a model to be implemented or as an input to further planning.

Objectives of the Study

The objectives of the study were to:

1. investigate the educational background and instructional needs and interests of teachers of secondary education in eastern Venezuela;
2. develop a tentative instructional system aimed at meeting the instructional needs of those teachers; and
3. plan the form by which the resulting delivery system might be implemented and tested for installation and use.

Rationale for the Study

Unqualified Teachers--A National Problem

One of the most severe problems affecting secondary education in Venezuela is the large number of unqualified teachers presently in charge of classroom activities. To date, it has been calculated that 66.28 percent of the existing teaching personnel of 39,876, in both official and private schools at the secondary level, do not hold a college title or certificate to teach.¹ Furthermore, within some tracks, such as science and industrial education, the percentage is 70 percent or more.²

This extremely high number of unqualified teachers diminishes the efficiency of the educational process even in adult education, since many of these teachers are also in charge of evening classes of second level schooling for adult learners.

Unplanned Expansion of the Educational System

The problem referred to above, as the Ministry of Education has regrettably admitted, is due, on the one hand, to the enormous and unplanned expansion of enrollment rates during the sixties and seventies, and on the other hand, to the traditional absence of sound approaches and

¹Ministerio de Educación, Memoria y Cuenta 1976 (Caracas: Departamento de Imprenta, 1977), pp. XXI, 405.

²Leonardo Martínez H., El Docente en la Educación Técnica Venezolana (Cumaná, Venezuela: Imprenta Universitaria de Oriente, 1971).

policies for teacher training and certification.³

There has been a dramatic increase in the number of people studying in Venezuela. In 1952, only 11 percent of a total population of approximately 5,500,000 was in school,⁴ whereas by 1976, that percentage reached 30 percent (approximately 3,500,000) within a population of 12 million.⁵ On the other hand, educational spending, which was only 5.61 percent of the national budget in 1958,⁶ represented about 20 percent of the budget in 1976.⁷ Insofar as the growth of secondary education is concerned, in 1958 there were 70,149 students attending classes at this level;⁸ however by 1976, enrollment rose to 669,158 with an additional 159,357 enrolled in evening classes.⁹

This explosive growth caused a great demand for teachers which the system has been unable to fulfill despite the considerable expansion of teacher training programs. Consequently, a great number of persons without the proper training and accreditation have been admitted into the teaching staff. Meanwhile, with some exceptions, most attempts to

³Memoria (1976), op. cit., p. XX.

⁴Encyclopedia Americana, Vol. 27 (1977).

⁵Memoria (1976), op. cit., p. XVII.

⁶Educación--La Gran Urgencia (Caracas: Instituto para el Desarrollo Económico y Social-IDES, 1968), p. 74.

⁷Memoria (1976), loc. cit.

⁸Angel Rosenblat, La Educación en Venezuela--Voz de Alerta (Caracas: Monte Avila Editores, 1975), p. 32.

⁹Memoria (1976), op. cit., p. XVII.

improve the education of these "lay" teachers have often consisted of unproductive actions, due to the manner in which the problem has been approached by the Ministry of Education.¹⁰

Teacher Education--A Scarce Output

Teacher education in Venezuela is generally offered by normal schools, pedagogical institutes and university schools of education. The former are at a secondary level, and prepare for elementary school teaching. The last two institutions prepare basically for secondary education teaching and their curricula generally have been oriented toward traditional academic fields (sciences and humanities), with the exception of some institutions which have introduced such areas of study as technical education, educational administration, audiovisuals, and guidance and counseling.

In 1975, there were approximately 31,000 students enrolled in teacher education classes at pedagogical institutes and universities.¹¹ The total output of these programs in the same year was about 2,577 graduates, which represented 8.3 percent of the total enrollment and only 63 percent of the 4080 new teachers incorporated into the teaching staff of secondary schools in that year.

¹⁰The teaching staff of secondary education grew 153 percent between 1966 and 1976. Growth will reach 293 percent by 1980 in relation to 1966. (Memoria (1976), op. cit., p. 428; V Plan de la Nación 1976-1980, Sector Educativo (Caracas: Ministerio de Educación, 1977)).

¹¹Ministerio de Educación, Memoria y Cuenta 1975 (Caracas: Departamento de Imprenta, 1976), Vol. II, pp. 885, 887, 891; Memoria (1976), op. cit., pp. 157, 405, 454.

There is a lack of data which shows whether these graduates are presently teaching in secondary tracks. However, one traditional trend for teacher education graduates has been either to enter the university faculty body or to move into administrative functions within the school system where they can obtain better paying jobs.

Teachers Needed (1980-1990)

The demand for qualified teachers has outstripped supply not solely in secondary education but within the whole system of education. Table 1 shows the number of teachers within each level of the system in 1975 and the needs for 1980 and 1990 as they have been estimated by official planners.

A new project of Basic Law of Education is under study and, if passed by Congress, it will require a college degree to be eligible to teach at any level. This means that it will be necessary to upgrade a large number of unqualified teachers of secondary schooling, as well as almost the entire elementary teaching staff whose training, as already stated, has been obtained at the secondary level.

If the needs for training and improvement of teachers required to run important programs such as adult education, apprenticeship training, education for Indian and frontier populations, special education for the handicapped, and so forth are added to these deficiencies, the problem will be so enormous as to be next to impossible for the Ministry of Education to solve it within the present circumstances. The government is fully aware of this limitation.

Table 1
Teachers Needed in 1980-1990*

Level	Year		
	1975	1980	1990
Elementary			
Preschool	4,359	21,205	40,707
Primary	60,829	65,200	78,025
Secondary			
Basic cycle ^a	27,199	39,961	69,926
Diversified cycle ^b	9,723	22,124	52,205
Higher education	12,849	14,638	c

*Source: Preliminary Considerations for the Creation of the National Open University-UNA (Caracas: The Organizing Committee of UNA, 1976), p. 10.

^aEquivalent to United States junior high.

^bEquivalent to United States senior high.

^cThere are no projections available.

Toward Educational Innovation

In an official document known as "The Fifth Plan of the Nation" (Quinto Plan de la Nación), issued on March 9, 1976, the last administration outlined basic policies and strategies for the reorientation of the whole process of socio-economic development for the period 1976-1980. One of the fundamental aims, as stated in that document, was to reorganize and modernize the system of education so that it can become the key factor in stressing further expansion of industry, agriculture, and

in fulfilling the social aspirations of Venezuelan people.¹²

Such a document called for high priority to be placed on teacher education within a new framework and following new strategies of instruction. In line with this proposed reform, the government created the National Open University (Universidad Nacional Abierta--UNA) aimed at developing and installing pilot programs in higher education, especially in teacher training, through self-instructional sequences to be delivered by correspondence and other means of mass communication. Unfortunately, however, UNA itself is now being affected by severe shortages of qualified personnel.

The National Council of Universities has been encouraging teacher education institutions to adopt the "Estudios Universitarios Supervisados (EUS)" approach as a parallel to their regular curricula. "EUS" refers to courses by correspondence, and supervised by a special committee within the National Council.

Presently, "EUS" courses are being offered by four official universities and the possibility of implementing similar approaches is being considered by other institutions, among which is the University of Oriente--UDO. However, the absence of collaboration among these universities is preventing further expansion of "EUS" courses and their

¹²"The educational system, in general, can be considered as a conservative entity of traditional feature and outmoded methods, so that all sorts of attempts for introducing change in its orientation, structure, content and procedures are often obstructed by vested interests of particular and labor natures, and by mental standpoints of habit and routine of the teaching staff. . . ." (Translated from original: Memoria (1976), op. cit., p. XXIII).

merger into a national network.

The Need for a Self-Instructional Approach in Eastern Venezuela

The University of Oriente (UDO) is a regional system of higher education consisting of five campuses (núcleos) located in five states (Sucre, Monagas, Bolívar, Nueva Esparta and Anzoátegui) of eastern Venezuela. This area of 124,678 square miles possesses one of the higher concentrations of unqualified teachers in the country. Hence, the University of Oriente, as the most important educational institution of the area, is expected to make a substantial contribution to solve, or at least alleviate, the problem in that area.

Unqualified teachers in this vast area are widely scattered throughout the region, and even those who teach in schools near UDO-Sucre (the campus where the School of Education is based) have found it almost impossible to enter UDO's formal studies in education. Since the teachers work on a full-time basis they have no time to attend college classes.

Moreover, limitations within the physical plant of the School of Education, as well as a shortage of professors and the trend of the school to shift its focus to areas of study with little relevance to local and national needs, have further reduced the possibility for these teachers to enter UDO's teacher education programs.¹³

¹³"The Venezuelan University is failing with respect to its relevance to the present and future situation of the country. Although priority areas in socioeconomic development have been established, and some estimates of the human resources needed have been made, the lack

Being aware of these circumstances and constraints, UDO's University Council approved the creation of the Center for Educational Technology, within the Vice-Rectorate for Academic Affairs. The Center was installed in 1977, with the purpose, among others, of developing non-traditional strategies of instruction to be applied principally in teacher training programs so that unqualified teachers unable to be on campus might be able to take credit courses at home, and in this way, have an opportunity to attain upgrading and professional improvement at their own rate and schedule.

A Tentative Approach

In view of the considerations and problems noted above, it was the intent of this writer to design an instructional system consisting of self-instructional modules with supporting activities, assisted by counseling and continuous evaluation.

Such a system, as suggested earlier, was derived from actual principles and practices of instructional design and from the writer's experiences as a professor of both the School of Education and the Center for Educational Technology, within the University of Oriente, where the writer has been involved for several years in teacher training programs for industrial education and also in developing instructional packages for diverse learning purposes.

of sound orientation in social demand for higher education causes the Venezuelan University to continue graduating professionals in areas already saturated and which have little relation to the development plans of the nation." (Preliminary Considerations . . . UNA, op. cit., p. 13.)