DOCUMENT RESUME

ED 086 436 RC 007 608

AUTHOR Eyster, George W.
TITLE Rural Adult Education. Appalachian Adult Education Center, Issue 7, December, 1972.
INSTITUTION Morehead State Univ., Ky. Appalachian Adult Education Center.
SPONS AGENCY Bureau of Adult, Vocational, and Technical Education (DHEW/OE), Washington, D.C.
PUB DATE Dec 72
GRANT OEG-0-71-4410-324
NOTE 28p.

EDRS PRICE MF-$0.65 HC-$3.29
DESCRIPTORS *Adult Education Programs; American Indians; *Community Education; Curriculum Development; Demography; Economically Disadvantaged; Educational Problems; Employment; Health Services; Human Resources; Indigenous Personnel; Industrialization; *Investigations; Manpower Development; Migrants; Needs; Program Effectiveness; *Program Improvement; *Rural Areas; Spanish Speaking
IDENTIFIERS *Appalachia

ABSTRACT

The purposes of this article are: (1) to investigate and describe the scope of rural adult education needs in relation to a national policy of rural industrialization; (2) to elaborate upon the problems in delivering adult education programs; and (3) to recommend approved adult education practices designed to strengthen human resources development of rural populations which may, in turn, achieve national goals conceived in rural industrialization. The discussion is based on the Appalachian Adult Education Center's 5 year involvement with the experimentation and demonstration of improved practices in adult basic education (ABE) with special emphasis on the unique rural Appalachian populations of a 13 state region. The document includes the 1972 National Rural Policy; A Plea for a National Rural Adult Education Policy; Rural America Today (population, poverty levels, education, health, and employment). The section on Rural Populations covers rural Appalachia, American Indians, the Spanish speaking, and migrants. The Education chapter discusses ABE, Adult Education Manpower Development, indigenous personnel, curriculum, ABE delivery, community education, and media. Major recommendations are that, to alleviate economic and social distress in rural areas, adult education for these populations needs to be improved; and that the broader method of community education, which subsumes adult education, needs to be developed. (KM)

ISSUE 7
DECEMBER
1972

RURAL ADULT EDUCATION

MOREHEAD STATE UNIVERSITY
LUX
1922
KENTUCKY

Appalachian
Adult
Education
Center

PROLOGUE

The cover* of this document, Rural Adult Education, has been illustrated by a Hugh Haynie cartoon which appeared in the Louisville Courier-Journal and has been distributed by the Los Angeles Times Syndicate. Although the cartoon, portions of the text, statistics, and illustrations depict a bleak picture of the isolated Appalachian—of all isolated, differentiated populations of rural America—they have been used to reinforce evidence of great need and are not meant to reflect negatively upon nor to demean individuals. The Appalachian, the Indian, the Black, the Mexican-American, and all minority groups in isolation and poverty represent a great national asset, yet they continue to suffer because of our failure to provide opportunity of choice and alternatives.

Through the instrument of this document, the Appalachian Adult Education Center is suggesting a national emphasis upon adult education as a potent mechanism to help the people of rural America change or build upon those attitudes and life styles which hinder a person's development and limit his chances for personal fulfillment, while retaining those characteristics which make him so rare, so special, so creative, and so admirable.

* copyrighted material deleted

Issue 8, August 30, 1972
Rural Adult Education
Author: George W. Eyster

Appalachian Adult Education Center
Bureau for Research and Development
Morehead State University
Morehead, Kentucky 40351

The Appalachian Adult Education Center (AAEC) is a multi-purpose research and demonstration agency dedicated to the improvement of the quality of adult basic education throughout the thirteen state Appalachian region.

Toward that end, the Center conducts research on the nature of the adult learner, administers demonstrations of exemplary adult learning programs, trains teachers and administrators in modern methods and techniques of adult instruction, and fosters the development and spread of preferred adult education practices particularly suited to the needs of rural undereducated adults.

CONTENTS

PREFACE

The purposes of this article are (1) to investigate and describe the scope of rural adult education needs in relation to a national policy of rural industrialization; (2) to elaborate upon the problems in delivering adult education programs; and (3) to recommend approved adult education practices designed to strengthen human resources development of rural populations which may, in turn, achieve national goals conceived in rural industrialization.

The discussion has been based upon the experiences and findings of the Appalachian Adult Education Center, an experimental, research and demonstration project in adult basic education funded under the auspices of the U. S. Office of Education, Bureau of Adult, Vocational and Technical Education, and the authority of Section 309(b) and (c) of the Adult Education Act of 1966 (As Amended) P.L. 91-230.

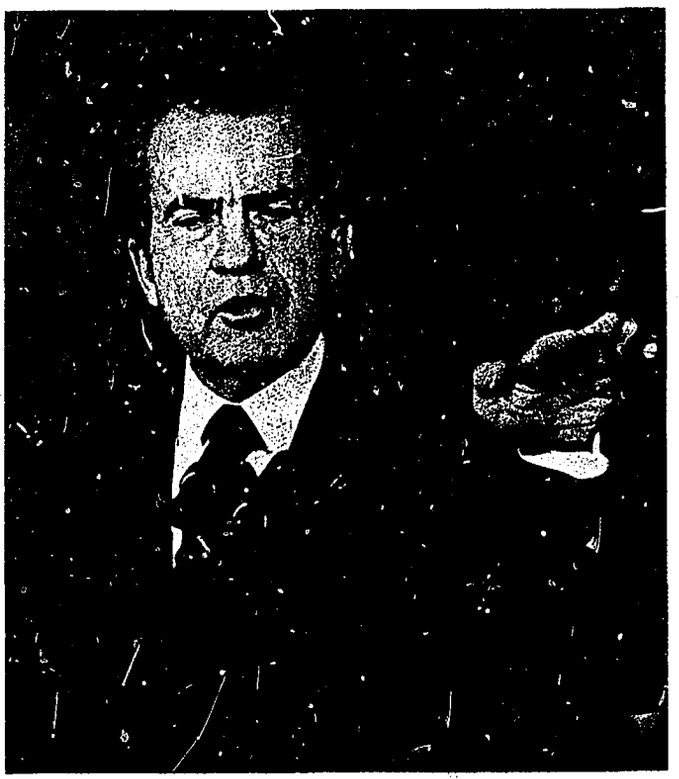
For a period of five years, the Center has engaged in experimentation and demonstration of improved practices in adult basic education with special emphasis upon the unique rural Appalachian populations of a thirteen-state region.

Although research, observations and recommendations of necessity are "situation specific," i.e., Appalachian in orientation and application, much of the AAEC program development and problem-solving technique can be generalized to other rural geographic areas and isolated, culturally different groups. Rural Appalachia may, in fact, be a microcosm of the underdeveloped rural areas (and minority groups) of the United States. The issues raised here far transcend the importance of the AAEC regional study.

". . . . .TODAY'S RURAL PROBLEMS ARE THE URBAN PROBLEMS OF TOMORROW . . ."

"We are beginning to see that what we call the urban problem has its roots in our rural areas. What I therefore propose is that we deal with the problem at its source, instead of attacking it only at the point of its greatest visibility.

. . . .An essential ingredient for broadening the economic base of small towns and rural community is an improvement in the skills and education of the rural citizen."[1]



This 1969 statement by the then President-elect Richard M. Nixon quoted in RURAL AMERICA MAGAZINE reflects widespread and increasing evidence that the interrelated economic and social problems of rural and urban America are primarily a consequence of relatively low investment, both the past and present, in its rural human resources. It is difficult for rural people—being handicapped educationally and isolated physically, socially, psychologically, and culturally—to acquire new skills or to get new jobs. The rural are isolated from opportunity and from the knowledge of opportunity. Yet, our national policies, with few exceptions, continue to attack our problems in ways other than through education.

1972 NATIONAL RURAL POLICY

Since the economic institution can be regarded as dominant in our modern urban and industrial society, it is no surprise that national economic policies for increasing employment constitute the principal means of dealing with poverty and welfare. It is, also, no surprise to hear the rural problem complex being restated in terms of the economic institution with emphasis upon places rather than upon people.

In February, 1972, the President once again demonstrated the administration's concerns for rural America in a Congressional request to pr...ide government loan guarantees to build new business oases in rural America and stem the migratory tide toward the crowded cities. Nixon said in this most recent rural message to Congress: "...revitalization of the American countryside" was essential to end the "dramatic disparities" between metropolitan and rural areas in per capita income, housing, education, and medical care. "In many cases, those who have left the countryside have simply taken their problems with them," he said. "Many have seen their problems intensify as they have settled in overcrowded urban areas." The plan is intended to stem the rural-to-city population flow, "one of the greatest tragedies of the last 20 years," which has seen the rural population drop from 43.5 percent in 1940, to 26.5 percent in 1970, by providing practical and viable rural employment.[2]

Unlike our urban centers, rural America, characterized by differing sociocultural circumstances and by a virtual void of corporate and social services, is dominated by a strong sense of family, tribe or culture and, at the most, by small-scale agriculture, stagnant or declining industries, or underdeveloped power, transportation, and communication—few attributes which would tend to attract new economic activity.

Thus, serious question of the efficacy of a rural growth policy through industrialization remains. Should such a path be pursued without equal or extended effort to strengthen programs of human resources development, employment opportunity for intended beneficiaries is unlikely.

Lloyd D. Bender and Bernal L. Green have investigated the degree to which the rural poor (Ozarks Region) are bypassed as the region industrializes. The study related to the in-migration which accompanies industrialization and shows that in-migration mitigates against the participation by the stationary rural poor in the growth areas, thereby precluding improvement in rural poverty conditions.[3]

Data from sample surveys support the belief that the rural portions of the country contain a surplus labor reserve with people who typically have low skills and who would have difficulty competing with in-migrants with skills training or experience attracted to new industry. The local target populations may have difficulty qualifying for the labor force even at the unskilled level without competition from in-migrants.

Although pockets of industrialization are emerging in rural areas spawned by the TVA in the Tennessee Valley, such as Huntsville, Alabama, and progressive rural growth areas like Lawrenceburg, North Carolina, and Asheville and Cherokee counties, South Carolina, it is also true that there are simply not enough resources available to insure an equitable subsidized pattern of industrialization in the remote rural parts of the nation as a whole.

This paper pleads for less emphasis upon force-feeding economic activity in rural America and for more emphasis upon a program of adult education and an improved modern school system. However, our special focus is upon adult education programs.

The President's recent argument against the growth of large metropolitan centers should not argue for a policy of rural industrialization. Generally more efficient alternatives could be:

(1) the preparation and delivery of educational programs in basic skills, vocational and technical training related to developing opportunity in intermediate industrial centers (2) the preparation of families for migration necessary to link rural workers to the growth of secondary urban industrial centers or complexes as close as possible to the client's home.

NEW LEARNING LAB AIDS ADULTS

The importance of a national policy and investment in human development programs for rural America can be emphasized by showing the percent of return on investments in education as a contribution to economic growth. The average estimates of the rate of return on a dollar spent on education shows that elementary education returns about 40 percent; high school, 14 percent; and college, about 9 percent.[4] Stated in a different way: investments in physical capital are likely to be abortive unless they are accompanied by substantial investment in human resources (adult education) in the education, training, and preparation for mobility of the workers who must be prepared to combine with physical resources to produce regional growth.

The appropriateness of investment in rural adult education has been clearly validated in a three-year longitudinal study of adult basic education students conducted by the Appalachian Adult Education Center.[5] Eighty-five ABE students, half volunteer and half nonvolunteer (Title V) in four separate programs, were approached by their teachers while still enrolled in ABE with a request for cooperation in a follow-up study. Practice was given in filling out the kinds of questionnaires to be used in the follow-up and baseline data was collected, mostly from student files. At present, seventy-six subjects are in contact (two have died).

The ABE program cost was $21,693, an investment by taxpayers which has resulted in an astounding net gain to the economy as reported in the AAEC 1970 Final Report. Adding (1) the welfare payments of those who drew welfare prior to ABE involvement to (2) their present incomes and to (3) the positive changes in income of those not originally on welfare, and subtracting (4) the welfare payments of those five subjects who again draw welfare, it was found that for the seventy-six subjects from whom the data was gathered, ABE has added more than $430,000 annually to the economy. This remarkable evidence is in addition to reported gains in their life satisfaction and their children's school gains.

The facts of the rural conditions are not new. But these conditions, recognized over the years, are discouragingly similar.[6] Their occurrence is the chronicle of bypassed peoples. Time has deepened rather than solved the problems. Because American rural areas are generally comprised of parts of states, it is difficult to fret out rural parts of the whole. That data which is available seems to indicate that the gaps are narrowing only slightly as the national educational investment increases pace. The conditions which have depressed rural America cannot be easily eradicated. Rapid changes of recent years have added further severe problems of adjustment which deeply affect the family, church life, education, the folk subculture, and above all, the individual, causing psychological dislocation and cultural alienation.

RURAL POPULATION

In 1960, approximately 58 million people, or 29 percent of the Nation's 202 million people, resided in rural America, according to the Bureau of the Census. Between 1950 and 1968, the urban population rose 40 percent while the rural population rose only 7.5 percent. The proportion of persons living on farms has decreased to less than 20 percent of the rural population. In 1967, 11 million were farm residents, down from 16 million in 1960 and 23 million in 1950.[7]

In 1960, the median age of rural residents was 27.3 years compared with 30.4 years for urban dwellers. Rural areas have a higher proportion of children and a lower proportion of adults of working age than urban areas. Although the median age for a majority of the population in the country has declined, the median age of the rural population has advanced. This is due to the heavy out-migration of young adults. A large proportion of children on farms are under 18 with the bulk of the adult population being middle-aged.

RURAL POVERTY

The existence and scope of poverty in rural America is best illustrated with the following statistics from RURAL POVERTY IN THE UNITED STATES, a report of the President's National Advisory Commission on Rural Poverty, published in 1968, and the most recent data available.

1. From 14 to 15 million persons in our country are classified as the rural poor; 78 percent of these are white. Although only 29 percent of the Nation's population live in rural areas, 43 percent of its poor live in rural America. In metropolitan areas one person in eight is poor; in rural areas one person in four is poor.

2. Every thirteenth house in rural America is classified as unfit for habitation. Of the bad housing in the United States, 44 percent is located in rural areas.

3. Less than 7 percent of the rural poor participate in the food stamp program. Thirty percent of the rural schools have no facilities for preparing lunches; therefore, the school lunch program is unavailable to many rural students.

4. Since the Federal welfare program requires matching funds from states, less than one-fourth of the rural poor are welfare recipients.

Generally speaking, the rural poor are best described as: (a) members of broken homes, homes without an able-bodied breadwinner, or homes with no source of employment and support beyond migration; (b) members of large families; (c) elderly; (d) high premature death rates; (e) lacking access to satisfactory medical and dental care; (f) nonfarmers living in small towns and villages and in remote, isolated areas; and (g) persons lacking access to suitable employment.

The rural poor have not rioted, burned, or looted. They are too scattered and most are unaware of the scope of their plight.

RURAL EDUCATION

The report of the President's Commission on Rural Poverty, THE PEOPLE LEFT BEHIND, states, "Rural adults and youth are the product of an education system that has historically shortchanged rural people. The extent to which rural people have been denied equality of educational opportunity is evident from both the products of the educational system and the resources available locally to go into the system. On both counts, the quality of rural education ranks low." [8]

Educational statistics from the 1960 Census classified more than 3.1 million rural Americans as functional illiterates. These 1960 statistics also showed that 700,000 adults in rural America had never enrolled in school, more than 3 million had less than 5 years of schooling, more than 19 million had not completed high school, and in 1960 more than 2 million rural youth between 14 and 24 years of age dropped out of school before graduating.

The ingredients of any educational system include teachers, buildings, facilities, curriculum, and programs. According to the President's National Advisory Commission on Rural Poverty, the quality of these ingredients in rural schools compared to urban schools is low. Because of low salaries, rural schools are unable to attract and hold the better qualified teachers.

In spite of considerable consolidation of school units, rural schools in general are smaller and less well-equipped than urban schools. Because rural youth lack quality education, they cannot qualify for many jobs which exist in their communities or elsewhere.

Most of the small high schools in the United States are in rural America and cannot provide the complete educational program needed by rural youth.

RURAL HEALTH

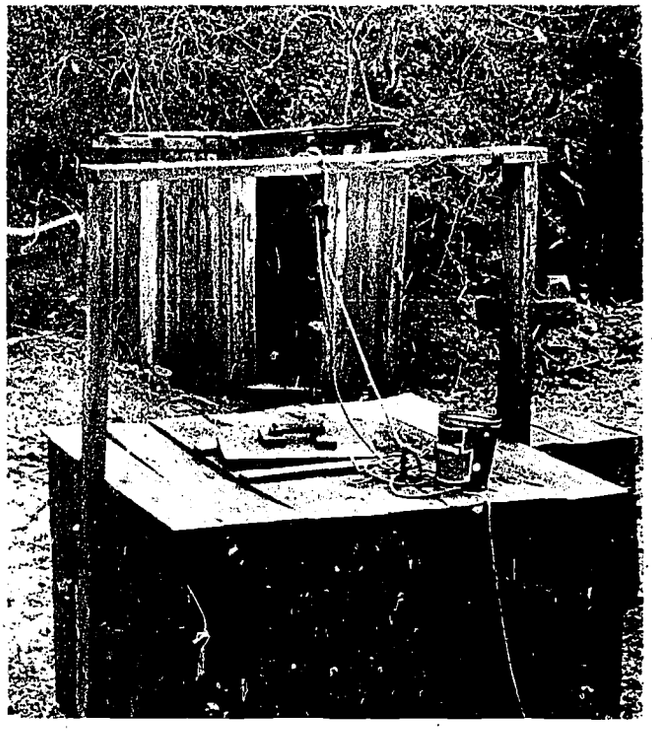
In rural America, lack of immediate and proper medical care and the standard of living associated with poverty result in:

(a) Higher infant and maternal mortality rates than the national average;

(b) Higher rates of disability and chronic illness;

(c) Higher accidental death rate (in 1963, rural residents accounted for 3 of 5 accidental deaths.)

Many rural residents have no local medical or dental services. High costs and the absence of transportation exclude the majority of the rural poor from the services of urban facilities. Neglect is often reinforced by life styles, cultural attitudes, and religious restrictions.



RURAL EMPLOYMENT

Employment growth in the United States has been almost entirely in cities.

Employment in mining, lumber, and wood industries has continued to decline. Rural America suffered a 50 percent decline in farm workers since World War II.

This resulted in high rates of unemployment, extensive underemployment, and low family income in rural America--particularly in Appalachia.

The rural unemployment rate always averages 10 to 12 percent higher when compared to the national average.

To assist rural people in adjusting to employment in non-farm occupations, the educational system should, in the light of industrial and occupational trends and job market outlook, equip the rural work force for employment in growing industries or for mobility to other areas, urban or rural.

The underinvestment in human resources in rural America has not only been the greatest impediment to rural development, but it has adversely affected the rest of the nation. Although those who leave our rural areas tend to have higher educational achievement and motivation than those who remain, yet these same migrants are most likely to possess fewer years of schooling, skills, and experiences than those persons who are native to the areas of destination. As a consequence, rural out-migration tends to lower the average level of education of populations in both the areas of destination and origin.

The nation is only vaguely aware of geographic concentrations of Mexican Americans in the Southwest, of the Indians on reservations, and of the Appalachian trapped in the physical and social isolation of the mountains of the Ozarks and Appalachia, and of blacks trapped in the Mississippi Delta. Programs for change must inform the nation as a whole of the urgency of the problems of its rural minorities. Programs designed for change must also prepare rural individuals for life in the larger society if this is the life the people wish to choose. Historically, too many rural persons simply have had no choice.

RURAL APPALACHIAN

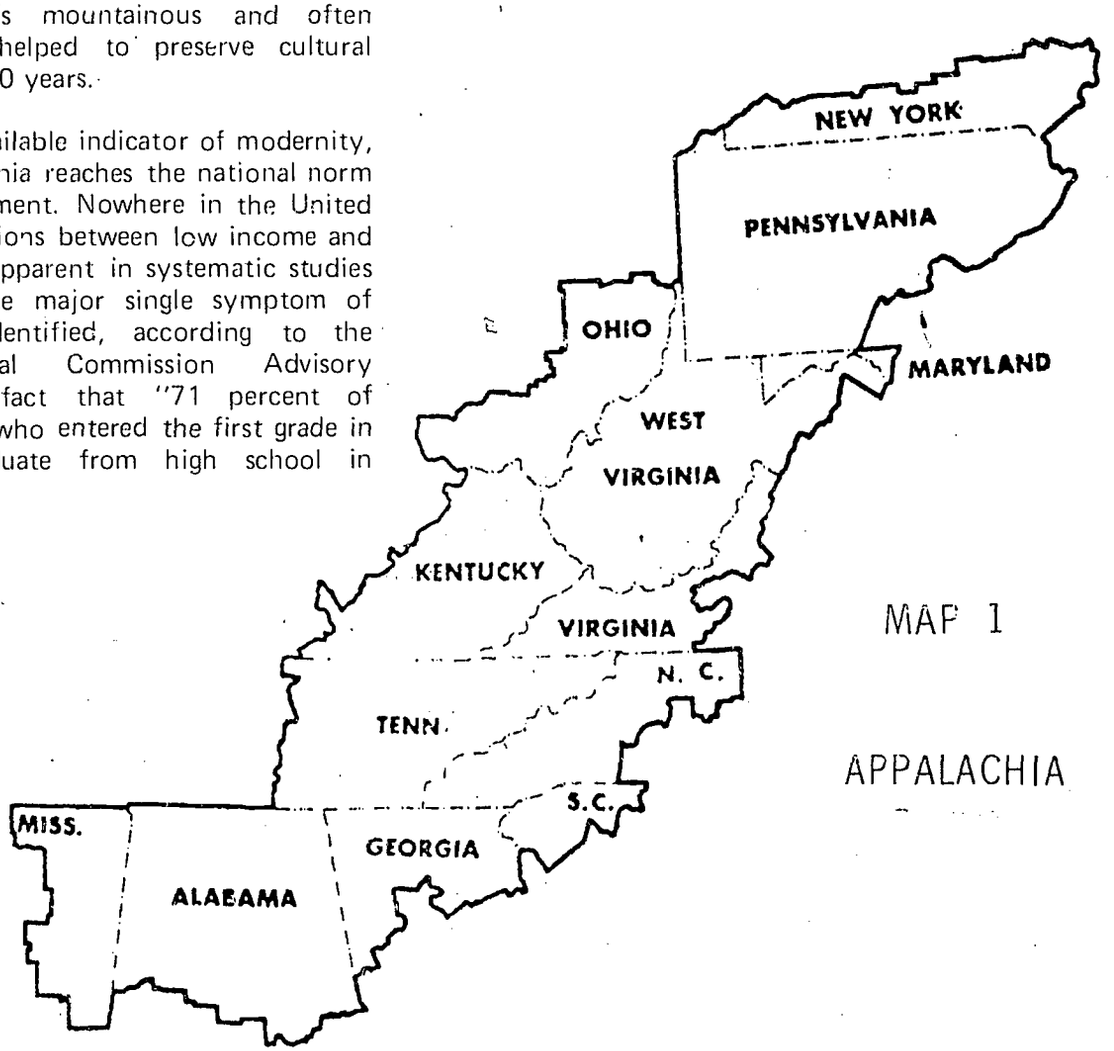
The Appalachians represent one of our major rural populations. The Appalachian population of 18,000,000+ reside in thirteen states stretching diagonally from New York in the north to Alabama, Georgia, and Mississippi in the south. Reference: Map of Appalachia, The inhabitants of Appalachia, isolated for centuries by the mountains, are among the more destitute of the various rural populations.

Appalachia is a region apart--geographically and statistically. The ecological ramifications are apparent in Appalachia culture today. The Appalachia terrain is mountainous and often inaccessible; it has helped to preserve cultural isolation for almost 300 years.

On almost any available indicator of modernity, no section of Appalachia reaches the national norm in services or achievement. Nowhere in the United States are the correlations between low income and low education more apparent in systematic studies as in Appalachia. The major single symptom of education malaise identified, according to the Appalachian Regional Commission Advisory Committee, is the fact that "71 percent of Appalachian students who entered the first grade in 1948 failed to graduate from high school in 1960." [9]

In 1960, 11.3 percent of Appalachian adults (25 or older) had completed less than five years of school as compared to a national average of 8.4 percent. The national average of adults completing high school was 41.8 percent in 1960, as compared to 32.3 percent for Appalachia.

Resources available have always been too limited. The region has exported much of its leadership over the years so that, although it had



MAP 1

APPALACHIA

only 9.3 percent of the national population in 1960, it had 13 percent of its functional illiterates.[10]

Suffice it to say that the "drop-out" loss rate has resulted in a massive stationary poor population, undereducated and underskilled youth continuing to swell the welfare and unemployment rolls in the region, which acts as a deterrent to realistic economic growth in Appalachia and as an economic deterrent in the urban areas to which they migrate. This continues to exacerbate a serious national problem.

The employment structure of Appalachia tends to be heavily weighted by declining coal and tobacco industries and other slow-growing replacement industries. Isolation and neglect of human resources, lack of industrial services, and conservative leadership combine to discourage faster-growing, better-paying industries from relocating in the region. The future is bleak, even with the monumental efforts of the Appalachian Regional Commission to "open the region" with ribbons of highways. Highways could provide access to the developing metropolitan growth centers, but utilization will be dependent upon educational and preparation programs, as well as transportation systems. The isolated poor must come out of the creek beds and the hollows to employment centers. The trouble is that many cannot or will not. Most Americans take transportation for granted; it is not a luxury, but a necessity. But for many rural families--including those in Appalachia--transportation is simply not available at a reasonable price--and in some cases, not at any price. The net result is that many rural Americans find it very difficult to reach the services and facilities that urban residents take for granted.

Over a million Appalachian households live in the 229 wholly or largely rural counties; over a quarter of them, or 280,000 households, have no access to cars. In many areas of the rugged mountainous Appalachia, there is no alternative means of transportation. Urbanization and centralization trends during recent decades have had a negative result: many Appalachian families today have access to fewer goods, services, health facilities, and jobs than they did 20 years ago.[11]

THE AMERICAN INDIANS

The plight of the American Indian in "peculiar" isolation is especially representative of the rural culturally different. Recently efforts to help Indian populations to attain a better material standard of life while respecting their culture has tended to take the form of efforts to attract industry to the reservations. Like most lagging rural areas, the reservations, most of which are established in areas of little economic importance, have few attributes or services to attract industry.[12]

The failure of the 1950 reallocation program which moved large numbers of Indians directly from reservations to cities can be attributed to inadequate preparation and training and ignorance, explicitly or implicitly, regarding Indian cultures.

Much of the Indian labor force is untrained and unaccustomed to the requirements of steady employment. Utilities and public facilities needed for the development of industry are only in the early stages of development. The Indian population is widely scattered--few Indian communities have a population of over 3,000 and little public transportation exists. To advocate strong incentives to attract industrial activity under these circumstances does not seem realistic.

What is most needed on the reservations is expanded investments in human resources--education. The Indian culture must be respected but sentiments about the reservation and culture should not obscure the need for a broader geographic-social perspective than is available by concentrating on the reservations themselves. The cost per job of a comprehensive education and "assistance" (total family) program to help the Indian prepare for life and work off the reservation will be less than the government's cost per job in attempting to attract industry to the reservations. The AAEC's longitudinal study in West Virginia suggests that preparing families so that they have the alternative of successful migration is not only more economical, but also more humanitatian.

SPANISH SPEAKING AMERICANS

Mexican Americans are to be treated and noted in this paper among the major rural groups, primarily in their relation to their work in agriculture. Although they have become more urbanized, the nature of their depressed economic condition, isolation, and their geographic concentration in the Southwest tends to make the rest of the nation only vaguely aware of their problems and therefore unresponsive to them. Again the economic, industrialization solution is questionable.

The nature of the geographic areas of the Southwest in attracting industry without appropriate services holds little promise. With the exception of cheap labor, the advantages that the border areas might offer to firms are so minimal that industrial employment opportunities would be inappropriate relative to the rest of the nation. Pressures resulting from continuous migration and commuting from Mexico tend to depress wages and job opportunities of Mexican Americans on the United States side of the border. Yet, border closure would only stimulate agricultural wage increases, inevitably forcing industry to automate, thereby depressing job opportunities further.

The Mexican, like the Indian and the Appalachian, is isolated and at a disadvantage in the job market (at home or elsewhere) because of the lack of education, training, and sociocultural adaptation. There is a critical need for upgrading the quality and quantity of education received by the Mexican population. Greatly expanded adult educational and vocational training facilities are needed which are developed with an understanding of cultural factors and differences, including a recognition of the growth of migrant work patterns; realistic curriculum development related to the bilingual, bicultural nature of the students; and realistic relocation preparation programs for migration away from the border areas for those persons who choose to leave.

MIGRANT POPULATION

Migrant workers constitute a living mobile ghetto--they take their problems and alienation with them no matter where they move. They are a minority within minorities. They are marginal people, half belonging to urban societies, but they are strangers who never fully integrate into either rural or urban societies.

In the past years in the United States, there were about one million migrants: 450,000 are foreign migrants and 500,000 are U.S. migrants. The U.S. domestic migrant working force consists primarily of three groups: The Texas Mexicans, the Southern Negroes, and the Puerto Ricans.

Virtually all who enter agricultural migratory work are from low-income, undereducated, ethnic minorities who possess skills and life preparation too limited for even moderate success in an affluent society.

There is probably nothing that breaks down the values of the community, neighborhood, and the family more than continuous physical mobility. The migrant suffers from a community alienation which may void group support (ethnic or geographic) and may void appropriate services of education, housing, family environment, health, legal assistance, and job placement because of the immobility of agency services.

According to Durkheim, William James, Colley, George Mead, and Parsons, an individual learns and reflects the values of society within himself. He develops a social nature by learning within groups. The diffuse nature and life style of the migrant in contact with many societies faces a crisis in which his habits and attitudes break down.

As a new nation with an exploding population, we Americans reveled in what appeared to be unlimited natural resources. Now, the hue and cry of the ecologists--even our Congressmen--bemoans the need for prudent management, careful conservation of all our resources, of our forests, mines, water, and even our air if we are to survive. A slow realization is growing--seeded in ABE institutionalization by federal legislation in 1965--that the skills and the talents of people require immediate attention if our economic progress is to continue.[13] We can, of course, point to our remarkable educational system and its achievements which have been truly great and are reflected in our current economic status in the world, but we cannot escape the scope of the failure (for one reason or another) of this same system in serving the education needs of large portions of our population, apparent in the rising costs of the welfare, in increasingly visible poverty, and in human suffering. Of course, not all unemployed and underemployed are undereducated, illiterate, or ill-educated, but undereducation doubles the probability of an income below the poverty level. Undereducation is one basic cause of dependency in this automated age. Literacy level requirements may be variable and/or task specific, but all evidence indicates that everywhere educational requirements are increasing--a technological necessity.

Basic education must never be considered the whole answer, but it is of major importance and its efficiency can be drastically improved. Sociologists and psychologists have pointed out that in depressed rural and urban areas "a certain ecology can breed disability and visit the sins of ignorance and poverty on generations of children."

National figures suggest that the parent's education is an even stronger factor than family income in predicting which children will drop out of school, abetting the problems of unemployment. (Cowhig)[14] Numerous studies have shown that education is self-perpetuating; that is, a strong belief in the value of education begets an even stronger belief in the value of education. If education is viewed as an investment involving future as well as current terms, then it also has intergenerational benefits.

Adult education literacy programs and classes in basic education skills can do much more then simply make people more productive and economically independent. In a very real sense, only a broad attack which helps parents to obtain dignified work, social skills, and a sense of power over their own individual and collective lives is likely to give them the money, the goals and values, the skills, and control needed to prepare their children for school and education. If one considers that a child spends less than one-fourth of his annual hours in school, the protagonists of the upgrading of childhood education to the exclusion of adult education seem to lack insight into general learning theory.

ABE an investment in the future

ADULT BASIC EDUCATION

Having generalized the uniqueness of rural populations and the depth of educational need, this paper will now focus upon problems and recommendations related to adult learning and instruction; to improving adult education teacher training; to identifying alternate adult education delivery systems; and, to developing adult education curriculum within the context of the findings and experiences of the Appalachian Adult Education Center.

In five years of operation, the Appalachian Adult Education Center has been committed to the improvement of the quality of adult basic education in Appalachia. The Center has united federal and state governments, universities, and local adult education programs in a unique partnership for the purposes of demonstration, research, and developmental projects for programs, materials, facilities, and educational technology for undereducated adults through the 13 state region which comprises Appalachia. The four main functions of the Center have been:

Research

Teacher Training

Demonstration

Change Agent Functions

A major portion of the Center study and impact in the Appalachian region has been upon adult education in rural areas where adult education programs serving the disadvantaged were often nonexistent or rigidly traditional in terms of lock-step day school methods.

We are beyond the crash nature of our contemporary national adult education program which began in 1964 without developmental lead time. It is now most appropriate that we spend our money on systems and not on symptoms.

ADULT EDUCATION MANPOWER DEVELOPMENT (Staff Development)

The first step in such a system is the development of manpower trained to insure appropriate, efficient, and effective programs of instruction--training permeated by a fundamental philosophy which, in the opinion and operation of the AAEC, must be built upon two elements which strongly influence our work:

> *An adequate educational program will be designed in terms of the characteristics of the students to be served.*

> *An adequate educational program will be designed in terms of the characteristics of the environment in which the students live.*

If these two--the nature of the environment and the nature of the learner--are important elements in an educational program, then we must look to rural people and their geographic environment before we can design programs at the local level.

The Appalachians, like so many of our rural populations, are so uniquely different in their social, psychological, and economic life styles as to require equally different treatment, delivery, and instruction. Just as the Appalachian is uniquely different, so are those individuals who are responsible for teaching them quite different and require training through methodical, comprehensive staff development efforts. The AAEC has devoted five arduous years to the determination of student and teacher characteristics and differences among unique rural Appalachian populations. These studies reveal and yield patterns and pertinent information for instruction, teacher training, and indeed, identify problems generalizable to all of rural America.

The student-teacher ratio in the Region is significantly higher than the national average. With lower salaries, low teacher mobility, and scarce human and fiscal resources (further drained by transportation requirements) Appalachia must depend heavily on assuring a supply of aides to gain better use of professional staff.

Lower teacher mobility, advanced age of school personnel, lack of supervisor support and little opportunity for self-development emphasize the need to better link the large number of colleges of the Region in an effort to upgrade the school staffs that provide them with students.

The erosion of teaching resources in Appalachia is much like the erosion of its natural resources--strip mining takes resources from the land and inadequate investment is made to restore the land; in education, surrounding better-paying areas remove young dynamic teacher resources from rural areas and inadequate investment is made to upgrade those who remain.

Everyone supports in-service training concepts but systems are rarely defined in sequential structure. One such system has been operative for a period of four years and begins to show tremendous impact upon a fairly broad region in adult basic education--DHEW Region IV under the auspices of the SREB/ABE Project[15] in which the AAEC has been active. The impact of this activity has been so great as to encourage the USOE to replicate its processes throughout the nation on a regional basis.

Most ABE programs are taught by "moonlighting" teachers from the regular school program whose energies for preparation are limited--a limiting contraint that also severely curtails opportunity for pre-and in-service training. Time constraints, coupled with a disturbing fact that up to 50 percent of these teachers do not continue serving the program annually, are indicative of the need for a well-designed, comprehensive, sophisticated, and efficient system of teacher training. Training may diminish ABE teacher attrition as well as upgrading their teaching skills and creating, through certification, a more dedicated cadre of professionals.

Local people, prepared as adult basic education teacher trainers, can make the in-service training program regularly available, sequential, and less costly.

There are at least seven distinct groups who require an interrelated sequential and systematic training program just among the ABE personnel not involved in occupational training-related programs. They are: (1) State Department personnel, (2) University faculty, (3) Local adult education program administrators, (4) ABE teachers, (5) ABE paraprofessional teachers and aides, (6) volunteers, and (7) adult counseling and guidance personnel.

The interrelationships of the various groups to be trained in terms of their diverse but complementary roles and the nature of tasks in rural Appalachia must be analyzed carefully. The AAEC has available the profile and characteristics of the rural Appalachian teacher.[16] He is primarily prepared for elementary or secondary teaching with varied personal motivation to teach adult students. Teaching salaries in rural areas are generally lower than state and national averages--Appalachian teachers receive $2,000 less per year[17] on the average--and opportunities for supplementary employment in rural areas is virtually nonexistent. There is also considerable evidence of excessive political patronage in the selection of ABE teachers. There is also a simple need for entertainment in the social structure of rural areas.

Each of the seven groups of non-job-training-related adult educational personnel requires special and different levels of in-service training. The needs of the unique populations and the characteristics of the student and adult education personnel must become a part of the understanding and techniques of training. Although training has been regular each year--under the auspices of federal legislation, P.L. 91-230, Section 309 (c), it has been generally without relationship to previous training or planned future activities and generally without follow-up and support--treating symptoms instead of disease. The diverse nature of the adult student in his equally diverse environments and isolation requires that training be "situation specific" in relation to understanding the local situation, its characteristics, constraints, and potentials. It has been clear in the several AAEC national teacher training institutes that teachers can be trained to act as trainers in their local areas much to the benefit of adult students in improved instructional practices.

The preparation of adult education teachers cannot be overemphasized. Our failure to provide adequate teacher training is reflected in failure among our students--failure in degrees of achievement, demotivation of motivated students, and failure to recruit all but the upwardly mobile student.

The AAEC conducted a study in Mississippi to determine the relationship between ABE teacher characteristics--age, experience, grade level of training, ethnic background--and retention of adult students. The only identifiable statistical trend noted in the study (no characteristic showed a statistically significant difference related to retention) was related to in-service adult education training which seemed related to higher education.[18]

Evidence of the desperate need of ABE teacher in-service training has been isolated in the overall program of adult education as it relates to the national program priorities. A review of the national program priorities and legislation and, more specifically, a study conducted of the AAEC by Gene Scholes revealed goal displacement. Program priorities were influenced by the goals of easily reached students.[19] The illiterate and functional illiterate--by legislative definition--are the priority group to be served by the program. The Congress established a program to help undereducated adults through the Economic Opportunity Act of 1964 and the Adult Education Act of 1966 (P.L. 89-750, Title III, ESEA Amendments of 1966). The purpose of this legislation has been defined by Congress as the encouragement and expansion of "basic educational programs for adults to enable them to overcome English language limitations, to improve their basic education in preparation for occupational training and more profitable employment, and to become more productive and responsible citizens."

Since 1965, the Adult Basic Education Program has provided an opportunity for schooling up to the 8th grade level for persons 18 years of age and older. This age limit was reduced to 16 years after June 30, 1969, and changed in P.L. 91-230 to read: "SEC. 302. It is the purpose of this title to expand educational opportunity and encourage the

establishment of programs of adult public education that will enable all adults to continue their education to at least the level of completion of secondary school and make available the means to secure training that will enable them to become more employable, productive, and responsible citizens."

The high priority illiterate has been replaced by client demand to the extent that programs in reality tend to serve high school level almost exclusively. Further, these groups are already the upwardly mobile, and are more easily served by the existing educational resources, materials, and teachers specialized for service to the middle class.

The classroom teacher, ill prepared to use the individually prescribed instruction techniques proved so essential to the instruction of the adult illiterate and functional illiterate, is, without training, far more comfortable and successful teaching in traditional ways in traditional classroom environments to students at higher levels of achievement and motivation--adults who are more interested and more capable of obtaining the high school equivalency in a relatively short time. Our current adult clients are generally highly motivated and can become employed quickly as compared with the priority functionally illiterate groups. They are better prepared to accept the "classroom" structure and the teacher in that classroom; also, their achievement rate is much more rapid, reinforcing displacement of the high priority group through the evaluation structure. Thus, both teacher and client reinforce the program thrust at the expense of the illiterate. The AAEC, although recognizing the value of current program in serving the felt needs of adult students, also recognizes that the rural functional illiterate is not and cannot be appropriately served without further teacher training efforts. The initiation of educational programs in sparsely populated rural areas is at the least very difficult. Where needs in rural America may be greatest, programs fail to materialize, or close midway in the year with too few students remaining.

AAEC studies in rural and in urban Appalachia showed significant goal displacement related to other student characteristics beside beginning levels: programs serve sixty eight percent women rather than the priority "male head of household"; serve older clients, an average of 35 years of age, compared to the younger priority age groups (longer productivity); and serve the employed rather than the unemployed.

The intent here is not to negate the successes of the national program in serving client interests in the GED which, in turn, more readily serves the national economic interests by enabling more adults to become immediately prepared by certification and increased skills for employment and vocational training. It is clear, however, that increased time, effort, and money must be expended in serving the rural isolated adult in distinct culturally different groups who is likely to be a beginning reader, who is likely to be unmotivated or demotivated by existing programs which cannot serve him; and, who is likely to be so severely isolated that he must be reached and cannot be reached through existing administrative and organizational structures.

It must be emphasized that the above statements have been generalized from studies conducted in rural and urban Appalachia. Considerable evidence, however, can be gleaned from a number of the ABE state evaluations that most programs are apparently focused similarily by easily-reached student population demand and by ease of delivery.

INDIGENOUS PERSONNEL

The "outsider" bringing service to Appalachians will often meet with rejection. Efforts must be made to enlist "insiders"--carefully selected indigenous workers known to the local groups. Local relationships are crucial to social acceptance of teachers and other workers. Even the locally trained teacher, having achieved a college degree, seems somehow to be set apart and less effective in direct contact as a result, although when teamed as a professional resource to a paraprofessional teacher they can be highly effective.

An AAEC recruiting study in Northern Georgia clearly demonstrated that the indigenous, trained, paid, ABE-related recruiter was far more effective, when compared to other groups or techniques, such as mass media, in the number of contacts, enrollments, and retention.[20]

Further evidence has been gleaned from the AAEC Ohio State Module in which home instruction is offered by successful, indigenous ABE graduates trained as teachers who recruit and teach in homes of severely educationally disadvantaged. Each had a professional resource person and all worked out of a learning or materials resource center. Achievement gains of clients per hour in reading for 100 hours of instruction in home instruction using indigenous paraprofessionals are 2.2 times greater when compared to traditional classrooms.[21]

Distance from centers of leadership and state capitals lessens impact and leadership of state departments serving the ABE teacher, particularly as their priorities and pressures are usually upon the urban centers.

Training sessions are usually held in urban areas. The rural teacher has to travel much farther to urban centers and universities, requiring much greater sacrifice. The dispersion of teachers, like the students, makes traditional training delivery inefficient and costly.

Large urban adult education programs are more apt to have full-time, professional adult education leadership, capable in administrative function of focusing school district resources upon all facets of ABE including teacher training. In contrast, rural country and area supervisors are part time in ABE, with energies for the task severely limited by training and experience and relegated to low priority by overwhelming full-time responsibilities.

The AAEC has demonstrated the effectiveness of "full-time" leadership in adult basic education through select rural areas of the thirteen-state Appalachian region. In ten depressed counties in northeastern Georgia, for example, the 1968 ABE program was virtually nonexistent, an average attendance of 25 students per night. The development of full-time leadership increased enrollments to over 600 and strengthened retention enormously within two years.

The national, state, and local ABE programs must be convinced of the need of greater investments in rural ABE leadership to insure program success serving severely educationally disadvantaged adults.

Urban teachers are likely to teach one subject or one level. The rural teacher, with limited populations and difficult outreach, is more apt to have one class with all levels and all subjects. Teacher training of rural adult teachers needs to stress the individualization of educational prescriptions for students to a greater degree than may be required of the urban teacher.

The problems of teachers teaching rural populations are complicated in a variety of ways unique to rural America. Often isolation is true isolation of the teacher from other adult teachers and centers which limits exchange so essential among teachers and supportive of techniques and professional commitment. The lack of exposure is further complicated by the inability to make social judgments when one is a part of the social structure as is the case in most rural sections of our nation. Direct ties to unique cultures may inhibit profound or instructive leadership.

Natural elements, isolation, kinships, and responsibilities of clients necessitate flexibility in scheduling and the individualization of their instruction to accommodate entry-exit-reentry with minimum frustration or demotivation.

Clients are isolated in many ways, requiring that programs be taken to people and that programs be planned with greater flexibility toaccommodate individual problems. We have long specialized in the delivery of education to the middle and working classes; now is the time to specialize in alternate delivery systems for the lower-lower class.

In Appalachia, the characteristics of teaching staff clearly substantiates need for leadership of a specialized nature, both in delivery and content.

Teachers in Appalachia were studied by the Appalachian Regional Commission in a comparison of teachers in locations with fewer than 5,000 inhabitants, and 25,000 or more inhabitants. Teachers in the locations with few inhabitants were found more likely than teachers in the locations with many inhabitants to be:

Local people

Far from colleges or graduate schools which teach courses on education methods and subject matter

In schools which do not offer in-service training

In schools where they do not work with student teachers, teaching interns, Teacher Corps interns, or teacher aides

Teachers of more than ten years' experience

Female

Teaching in schools with inadequate libraries

Teaching at a lower salary compared to national and state averages

Intending to teach in the same district two or three years from now.

In summary, then, the typical Appalachian teacher was born in Appalachia, went to high school there, received his or her bachelor's degree there, has taught in very few states and school systems, has a bachelor's degree but no master's degree, was born around 1930, and is married and a woman.[22]

Appalachian teachers in ABE are not atypical of teachers in rural America. Their training needs are apparent and generally unattended.

The teachers rely upon state departments of education and institutions of higher education for their training. Because of the newness of the field of adult basic education, it would be unwise to presume that all university adult education faculties are fully cognizant of solutions to problems of rural poor adults. One example is the pressing need for middlement who interpret theory into practice to aid the practioner.

CURRICULUM

Much evidence points to the importance of teaching teachers the skills necessary to select and prepare instructional materials for local needs. There can be no doubt that Appalachian people have distinctive characteristics in terms of interest, language, belief, and attitude, which distinguish them as a whole from many other segments of the national population. Education must be "tailor-made" to appeal to their tastes and serve their needs and the needs of other rural populations

The AAEC recognized the desperate need for ABE curriculum relevance and the unlikelihood of commercial materials development for narrow markets represented. The Center initiated several studies in Ohio and Alabama to determine the feasibility of teacher-made curriculum materials. The Ohio project, designed to develop reading materials, found that teachers were unable to gain or apply all skills needed in the complexities and elements of materials preparation and production. When they were trained to the task, they were no longer teachers, but specialists. One cannot assume teachers are capable of developing "teacher-made materials," but they can be taught to utilize existing materials of all kinds. It seems apparent that the national program and/or state departments must assume responsibility for relevant material development for differentiated adult students. An Alabama VTR (video tape recording) project yielded similar results--the media, its content and production, require the expert.[23]

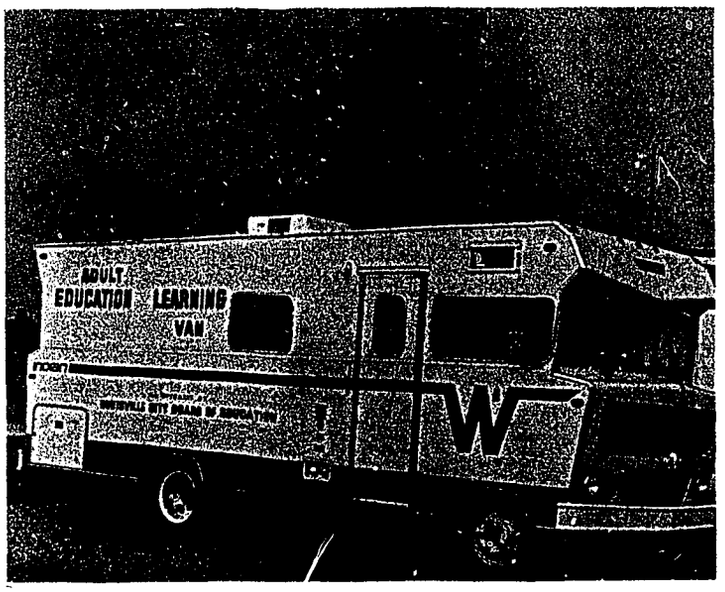
Teachers need to become acquainted with the multiplicity of existing ABE curriculum materials and trained in their use in individualizing instruction. The practicality of this recommendation has been demonstrated in AAEC national teacher trainer institutes where ABE teachers developed "skill kits" consisting of select curriculum materials from myriad resources at various levels.

Teachers need to experience practicum training in diagnosis, counseling and guidance, and specific skills in the instructional process. The reasoning behind the training session being one of practical

application is that most training sessions are from three to six hours in length with one or two breaks. To be "talked at" for this length of time is a durability test and not a learning situation. Thus, in a three-hour session, if the first half should be devoted to instruction or introduction of the skills or technique, the second should be actual practice and/or application of the skill presented. This procedure provides a reinforcement of the skill learned, convinces the teacher he can do it, and enables him to ask immediate questions in depth instead of waiting to apply the skill when he returns to his local situation and where he does not have a resource to answer his questions.

DELIVERY OF ADULT BASIC EDUCATION

In rural sections of Appalachia there is less education taking place and that is of poor quality. Students have less economic opportunity unless they migrate so there is equally less motivation. Kinship structures may prohibit individual attention and effort; others may require group involvement for educational intervention.



Previous sections have dealt with the characteristics of the Appalachian indicative of the need of unique delivery systems of educational programs. Immediately obvious are constraints on traditional ABE delivery represented by physical isolation, sparsity of population and the attending lack of transportation. Because Appalachia is primarily rural, many of the region's school systems lack the fiscal base and student population to economically justify provision of many of the most basic education and support services to its students. Although property taxes may be lower in Appalachia, the percentage of per capita income devoted to education is higher than the average for the rest of the country. Unfortunately, equality of effort does not yield equality in expenditure patterns. While Appalachia expends a higher percentage of its income on its pupils, Appalachian children still have almost $200 less per year spent on their education than the average pupil in the country. Obviously, then, an adult education program using rural resources is at a disadvantage at the very start.

Apparent, too, but rarely recognized in administration and program management, are the rural/urban differentials in equivalent program investment. The program dollar buys far more in the urban center and in urban services--instruction, facilities, equipment, and materials. The rural center dollar buys less instructional skill, and poorly equipped, poor facilities. State and national programs do not take these differentials and constraints into cost accounting in improved delivery systems in rural America.

Education is but one of the large pattern of needs felt by many adults. Educational offerings in isolation from opportunity are likely to be rejected. Integrated efforts to improve the quality of living should be developed.

Ways must be found to circumvent the reluctance of many Appalachians to distinguish themselves in any way from other members of their group. Many observers of the region, Brown, Arnow, Gazaway, note that people place great value on kinship and neighborhood relations. Individuals are apt to avoid or shun achievements which set them apart from family or friends. Perhaps adult educational programs should experiment with slower rates of progress; with group planning of next steps in programs; with group movement rather than individual movement; and with education programs that are more closely associated with traditional activities. Attitudinal differences in relation to social patterns of the sexes suggest program differentation by sex. [24]

Identification of local power figures is essential to develop new and improved adult education. The advantages of alliance with community, political and power figures seems more promising than confrontation. Their sanctions in rural kinships are essential.

The AAEC evaluation of the ABE Program of the Commonwealth of Kentucky revealed that many school districts were without ABE programs. Some superintendents failed to recognize the existence of large educationally disadvantaged populations and the need for ABE in their communities or the impact such programs might have upon children and youth in their schools. [25]

Obviously, in many rural areas (and in urban as well) the national ABE program has yet to convince local educational decision makers--the superintendent and his board--of the net profit in educational and social terms of adult education.

Satisfactory delivery of adult education must become a conscious priority and function of the local school-educational authority. A project in Pennsylvania sponsored by the AAEC is developing systematic approaches to strengthen adult education philosophies and support among local education decision makers. [26]

In Appalachia, as elsewhere, such strategies of alliance with community power beyond the educational community are important and deserve expansion in interrelationships to the adult program. Effort may be direct, as in interagency cooperation to serve the needs of the client, or may be indirect through county officials, physicians, ministers, and merchants, but requires training and conscious effort on the part of Adult education leadership.

For the undereducated, underemployed, and debilitated adults, ABE programs may have little impact. Still every effort must be made to intervene with adult education on behalf of the younger people--the unborn, pre-schoolers, children and youth of these families. The current "economic man" concept of the national adult program is in sharp contrast to this prescription but, in terms of second generation productivity, family intervention through adult education may break the cycle of educational disability and resulting poverty. [27]

The AAEC longitudinal study in West Virginia found that eighty percent of the children of eighty-five ABE graduates exhibited positive changes in school achievement, attendance and behavior coincident with parental involvement in education and employment.

COMMUNITY EDUCATION

The educationally disadvantaged within any community may require several educational program alternatives if all potential students are to be reached--divergent approaches to reach varying social stratifications. The suggestion of diversity alludes to the community school concept which extends school services to ALL the community--community education.

The necessary alliances must include linkages with all educational programs to ensure meaningful delivery along the educational continuum. Vocational education must be linked with adult basic education, since being undereducated and underemployed reinforce each other.

Job placement preparation linked with preparation for mobility and/or physical migration must be a part of curriculum and delivery systems.

AAEC studies of the alternate methods of adult basic education delivery have been extensive and repetitive in demonstration essentially in four types of delivery: the traditional classroom, learning centers, mobile learning centers, and home instruction. The latter, home instruction, delivered in the home by successful ABE students supported by the professional in a learning center with its multiple resources, has proven to be by far the most effective and efficient.

Table I
(AAEC Ohio Module)

Achievement Gains in Months for
100 Hours of Instruction

	Class	Learning Centers	Homebound
Reading	8	19	24
Arithmetic	9	17	20

Astonishing gains were noted in noncognitive areas--in family attitudes, in early childhood training, health, and safety. In many instances, male members were involved in homes when social pressure would have otherwise prevented participation. Perhaps more important, such a delivery system reaches total families of the "hard-core", unmotivated, and isolated educationally disadvantaged, with emphasis upon the learners rather than the content to be learned.

Although the AAEC has not empirically identified the reasons why, the paraprofessional indigenous successful ABE student is very successful as a homebound instructor.he evidence is clear: for intervention among isolated rural disadvantaged, homebound instruction is the most effective efficient adult education delivery system. Further convincing evidence of effectiveness is apparent in the Philadelphia Arm Chair Project. [28]

The mobile learning centers appear to have special significance in rural isolated America, where isolation, lack of transportation and similar constraints prohibit client participation in a central location. Taking instruction to the client in mobile facilities, utilizing traveling "mini-lab" learning materials, and home instruction are among the more effective delivery systems tested by the AAEC.

MEDIA

Mass media such as educational television has been touted as the potential delivery system of all educational programs. The success of Sesame Street has been remarkable and is reflected in current adult education movements.

Mass media would appear to be capable of providing a persuasive and direct entree into the insular family systems of the isolated rural areas. Although there can no longer be any doubt that, whether intentional or not, mass media are potentially powerful agents of change capable of linking city and country and ultimately luring many rural citizens off the land with the siren-song of urban pleasures, by its very nature it is specialized,

impersonal, concerned more with things than with ideas, more with ends that means. Currently, mass media are only partial, weak links accomplishing communicative meaning only after being filtered through the sociocultural sieve of the kinship, tribe, or subculture--witness the meager impact of 50 years of radio upon our rural disadvantaged.

Media can act to compress the change process. Jack Weller in his book, Yesterday's People, [29] related beliefs that TV has done more to change the ideas of mountain people in ten years than the Church has done in generations. All this notwithstanding, changes which have occurred in rural America are only incidental to the functioning of our urban-based communications system, which largely ignores the nation's rural citizens. It is our simple equation again: sparse, dispersed populations are uneconomic. Corporate America either leaves rural Americans underserved or completely unserved. The struggles to obtain such fundamental services as electricity, telephone service, and forms of transportation are indicative of plight and neglect of rural populations.

Ninety percent of rural homes have television, but only a few have even the FCC's minimum of three network stations. There are still millions in rural America who live too far away from central towns to receive adequate TV or CATV service, or they may be too poor to afford a TV set. The FCC's CATV rural package that was recently adopted will not apply to those CATV systems outside the top 100 markets. In addition to discriminating against the large percentage of the population beyond the radius of the few major metropolitan centers within Appalachian region, it also robs them of the public service benefits they sorely need.[30]

The thoughtless use of mass media and the speculation about the various potentials of mass communications--especially concepts of computer linkages to electron communications and cable television--require careful scrutiny. The potentials of media for bringing about desired social change do exist in technology and concepts are being advanced by contemporary writers, DELPHI predictors, and actual program development. A crucial element in mass media delivery systems of adult education not usually advanced is the absolute necessary support system which must be developed to insure curriculum utilization in efficient and productive ways. As isolated populations are identified, more comprehensive support delivery systems must be adapted and adopted, such as intervention through homebound instruction to insure utilization of media as an instructional system.

CURRICULUM

A strong sentiment has emerged in the work of the AAEC for educating to improve the quality of life where the people are in Appalachia in spite of the recognition that, under current Appalachian economic conditions, such education must prepare persons for and facilitate migration. The emergent philosophy places priority upon the needs of people in their present place and time.

The target population in Appalachia, the stationary poor functional illiterates, have been found in many instances to be functioning below a reasonable biological level to enable them to learn. The application of Maslow's and Gagne's hierarchy of needs places many of our Appalachians at the most basic level.

If one accepts a philosophy of "function" in describing literacy as that which allows a person to satisfy his needs or perform the tasks required of those needs, then it becomes increasingly apparent that adult basic education curriculum must be individually prescribed and derived independently in terms of those functions for which the literacy skills are to be used. When the adult skill is sufficient for the task, he is functionally literate for that task. These three literacy concepts, time , place, and task performance, would tend to place every person at the "functional illiteracy level" in one task area or another. For our severely disadvantaged adult just barely functioning at an existence subsistence level, both he and his family's well-being are constantly jeopardized.

The implications of these philosophies are vital to adult basic education curriculum and are predictive of program success or failure. It is not our intent to suggest that we lose sight of our ultimate goals of literacy: a legislative definition of high school equivalency and/or professional definition of flexible skill in reading, writing, and computation to fulfill changing individual goals in a technological society. But we do suggest that the power of our severely disadvantaged client and the beginning level) prohibit goals of employment and high school completion at the outset of instruction. Realistic goals related to time, place, and tasks must be set with individual sensitivity in content areas of individual interest and relevance.

Since curriculum has been viewed as an individual matter throughout the discussions presented, only a few generalizations will be made out of the experiences of the Appalachian Adult Education Center which seem especially appropriate for consideration in Appalachian ABE curriculum content areas.

It seems apparent that instructional staff must be prepared to provide personal assistance and material support to alleviate problems immediately obvious within the home and the family even before instruction and learning can begin. Very few of our programs allow for horizontal development of our client in addition to vertical skill improvement. Properly, one ABE goal should be to encourage vertical basic skill improvement. However, there are many ABE students who, for one reason or another, move vertically very slowly and who have great need for horizontal development of life style coping skills. Furthermore, from the author's bias, disciplines (educational institutions) tinker with vertical skill instruction with no interdependence upon the real institutions of learning--the FAMILY and the COMMUNITY—training for the market place and for nothing else.

The shortage of pre-school programs, coupled with many indications of inadequate parental care of young children--some stemming from culturally different child-rearing patterns--suggests that pre-school programs be offered contiguous to adult education. Related direct instruction in child care could then more readily be undertaken with adults. The impact of ABE program in early childhood education has just recently been reported in APPALACHIAN ADVANCE [31] and in the AAEC Annual Report, Ohio State Module [32]: all ninety-six homes in the homebound instruction program were reading to pre-school children, had provided children with books and educational toys, and had reinforced educational television viewing of pre-school programs. Parental activities included use and application of child care information supplied as a part of adult basic education curriculum.

The evident interest and reliance of many undereducated adults on relief payments, medical payments, and other forms of outside economic assistance and outside support suggest these as the basis of considerable instruction in reading, writing, and arithmetic. The extent of need is clear in the results of a national study, conducted by Louis Harris & Associates, Inc., which disclosed that 34 percent of a cross section of the population had trouble reading a simplified Medicaid application; 8 percent were unable to complete a typical driver's license form; 7 percent couldn't handle an application for a social security number; and 3 percent flunked with a public assistance form. [33] The AAEC's study of the thirteen Appalachian state driver education manuals using the Dale/Chall readability scale averaged around 10.5 grade level. The scope of related Appalachian difficulties can be realized when one recognizes a population of 19 million, 9 percent of the national population, reported includes 13 percent of the nation's functional illiterates.

The acute shortage of medical professionals--doctors and dentists--in the region, coupled with dispersion of population which makes any professional service unavailable in emergencies, places a high premium on health education including safety and first aid. These instructional areas in Appalachia are literally a matter of life and death.

Since twice the percentage of people live in rural settings in Appalachia as in the rest of the nation, rural people need instruction and can be expected to respond to instruction in such matters as agriculture, conservation, and nature study.

In lieu of the very bleak nature and potential of the industrialization of rural Appalachian areas, the impassable hills and hollows, and the constricting physical and social isolation, it behooves instructional programs to seek existing economic potentials within time and place. Forestry, wood processing, and recreation are important industries in the region. They are also those with growing futures in terms of persons to be employed. All Appalachian residents should be concerned with appreciation and conservation of natural resources. Instructional programs for adults could relate advantageously to forestry and wood processing, particularly since vast acreage is held in small holdings without current potential for utilization.

Consumer education and consumer protection are as greatly needed among rural populations as among any or all of our poor minority groups who are victims of their own poverty and the unscrupulous.

The recreation industry, with its glowing future, deserves a place in the adult curriculum from several points of view. It offers employment. It touches many aspects of regional life--road development, lodging, food service, entertainment, arts and crafts, health and morals. It requires intensive study from some who may be greatly affected by it; and it warrants some study by all citizens.

Aside from learning about "due" services provided by welfare and related service agencies, the Appalachians need to understand the relationships of major forces impinging upon their lives and on the promises and problems of social planning. The Tennessee Valley Authority, the Appalachian Regional Commission State Educational Programs, Extension Services, and a host of other public and private agencies are attempting to intervene in the region. Many of these agencies provide illustrative materials and case problems that might be useful or could be made useful in adult basic education curriculum.

Finally, but certainly not exhaustive of the list of potential curriculum areas requiring attention, must be the consideration of the advantages and disadvantages associated with "out-migration"--the options open to individuals and families. The problems of mobility for Appalachians, like all rural populations, warrant special attention and are apt to generate sufficient interest to motivate considerable learning. For many of the severely isolated, migration for employment may be an only alternative. All too often, such migration is carried through kinship contacts, and the repeated disasters of such migration are reflected in the problems of the urban centers and the disillusioned, exploited, unemployed, and unassimilated mountaineer who finds himself in bewildering circumstances which cannot be compared with other minority groups. Without an advocate in the city, he is most apt to return to the hinterlands inculcating further isolation and fatalism. This situation emphasizes the importance of extensive individual and family counseling, far beyond routine educational counseling, as a part of a totally functional educational program and warrants a systematized preparation program, including strong relocation assistance such as being provided in Puerto Rico and New York City.

Some general concepts related to ABE curriculum and, in the opinion of the writer, appropriate for every adult education program and each adult patron are those which reinforce continuing participation in educational endeavors. Attrition has plagued all adult education programs. Reports from the National ABE programs and several State ABE program evaluation studies indicate that students dropping out of ABE often exceed 50 percent. The AAEC developed two projects which seemed to strengthen the holding power of programs in addition to evidence of the positive impact of teacher training upon retention. The West Virginia State Module deliberately introduced curriculum materials and instruction related to a long-range follow-up study which served to develop esprit de corps among participants and strengthened retention. The Georgia State Module utilized paid ABE-related recruiters who not only personalized entry of clients but personalized inquiries about failure to attend instructional sessions. Retention in the Georgia project was significantly greater compared to previous state programs in the same area.

Adult basic education curricula should be designed in such a way that student goals are constantly upgraded and new goals set as opposed to achieving the "eighth grade level" or the GED. ABE should become the first step of a continuing "lifelong" process, all within a concept of "community education" and, hopefully, "recurrent education." It is discouraging to note that the underdeveloped capability and system for community education already exist everywhere in the United States in our public schools, yet they stand idle.

In Appalachia, as in many other sectors of America, the schools, like the hills themselves, have been reluctant to change. Poor education is a tragedy, but in Appalachia far greater because it must develop human capacity to solve its economic and sociological problems. Increased education is not only one of the largest sources of past and prospective growth; it is, also, among the elements most subject to conscious social decision. Adult Basic Education curricula could assist in advancing, consciously, the social decision to improve existing school programs by creating understanding of and participation in community education--lifelong education--centers. We will otherwise be preparing our successful ABE clients for functional illiteracy ten years hence.

Community Education, in the context of the community school philosophy means that our public schools provide educational programs for ALL people of a community. Community Education through the community school can be designed to fulfill the educational, recreational, social, intellectual, and health needs and desires of people regardless of age, race, or other limiting factors, making maximum use of all physical and human resources of the community. Its buildings, belonging to people, when open as many hours as may be necessary each day throughout the year, are capable of serving as differentiated learning, activity, and problem-solving centers. Public schools make excellent community education centers: they are owned by every citizen; they are located so as to serve neighborhoods and touch virtually every home; they have facilities and trained leadership adaptable to broad community uses; they are nonpolitical; and are the smallest public institution serving the smallest community geographic area. management of information to enable them to elect alternatives in a changing society and world.

Maximum and efficient utilization of our truly public school facilities makes economical, educational, and social sense--it revives participatory democracy. We must begin now to strengthen for the "learning society" of the future--the concepts of Future Shock [35] and the Greening of America [34] are already upon us. Continuing education and learning are emerging as the essential processes--all people must be capable and knowledgeable in the use and

SUMMARY

There was once a test for insanity in which the patient was given a scoop to bail the water from a sink into which a faucet was running. The patient was adjudged sane only if he turned off the tap first. To continue to attack the sink—the urban areas—alone without a true commitment to stemming the source of much human distress—the rural areas—is to throw our social sanity into question. Perhaps the current policy which commits such a large part of our resources to our cities is based in part on a romanticized notion of life in the country. Yet, the statistics outline a quality of life for too large a portion of our rural population which includes disastrously deficient housing, starvation, chronic illness, and early death when compared to national life expectancies. Those statistics outline few jobs and low input into the education and job training of the children. They show extreme deprivation for specific groups such as the Appalachians, American Indians, Mexican Americans, migrants, and rural blacks. It is no wonder that such large numbers flee to the cities to swell our urban problem.

The situation is far from hopeless. The last decade has seen methods of alleviation of economic and social distress successfully demonstrated, but no large commitment to apply these methods on a nationwide basis. One of those methods is improved adult education—improved in terms of realistic preparation for teachers; curricula designed to meet individual life needs, whether those needs be relocation or rural life and employment; delivery systems that serve the individual where he is capable of accepting services; and a general recognition of economic and social growth which allows groups to maintain their diversity while contributing to the nation. A second, broader method is community education which subsumes adult education and is equally important as one partner in the alleviation of both rural and urban ills.

REFERENCES

1. Richard M. Nixon, "Equal Opportunity – Our Policy for Rural America," National Magazine for Rural America for Town and Country Leaders, (Arlington, Virginia: Publications, Inc., January - February, 1969), pp. 4-5.

2. Richard M. Nixon, Rural Development – Message from the President, (February 1, 1972), H. DOC. No. 92-240.

3. Lloyd D. Bender, Bernal L. Green, and Rex R. Campbell, "Trickle-Down and Leakage in the War on Poverty," Growth and Change, (Lexington, Kentucky: University of Kentucky Press, October, 1971), pp. 34-41.

4. Theodore W. Schultz, "Education and Economic Growth," Social Forces Influencing American Education, ed. Nelson B. Henry, (Chicago, Illinois: University of Chicago Press, 1969), Table 18.

5. George W. Eyster, Ann P. Hayes, Final Report of the Appalachian Adult Education Center, (Morehead, Kentucky: Morehead State University, August, 1970), p. 9.

6. James S. Brown, "Population and Migration Changes in Appalachia," Changes in Rural Appalachia, Implications for Action Programs, eds. John D. Photiadis and Harry K. Schwarzweller, (Philadelphia: University of Pennsylvania Press, 1970), Chapter II, p. 40.

7. Edward T. Breathitt (chairman), The People Left Behind: A Report by the President's National Advisory Commission on Rural Poverty, (Washington, D.C.: U.S. Government Printing Office, September, 1967).

8. Edward T. Breathitt, op. cit. .

9. Ralph R. Widner (dir.), The Appalachian Regional Commission Annual Report – 1969, (Washington, D.C.: Appalachian Regional Commission Press, 1969).

10. Ralph R. Widner, op. cit.

11. Brian Noble, "How to Improve Rural Transportation Systems," Appalachia, ed. Amy J. Hardy (Washington, D.C.: Appalachian Regional Commission Press, April, 1972), Vol. 5, No. 5, pp. 18 - 25.

12. Niles M. Hansen, Rural Poverty and the Urban Crisis, (Bloomington, Indiana: Indiana University Press, 1970), Chapter 7, p. 160.

13. U. S., Congressional Record, 91st Congress, No. 91-230.

14. James D. Cowhig, "Characteristics of School Dropouts and High School Graduates, Farm and Non-Farm," Agricultural Economic Report No. 65, (Economic Research Service, Economic and Statistical Analysis Division, U. S. Department of Agriculture, Washington, D.C.: U.S. Government Printing Office, 1964).

15. William R. O'Connell, Jr. (dir.), Southeastern Regional Adult Basic Education Staff Development Project, Second Year Report, 1970 - 1971, (Atlanta, Georgia: Southern Regional Education Board, 1971).

16. Appalachian Regional Commission, Appalachian Research No. 12, Teachers in Appalachia, (Washington, D.C.: Arthur D. Little, Inc., August, 1970).

17. U.S. Office of Education, Digest of Educational Statistics, (Washington, D.C.: Government Printing Office, 1967).

18. Emmett T. Kohler and Don F. Seaman, Adult Basic Education in Mississippi: An Evaluation, (Jackson, Mississippi: Mississippi State Department of Education and Bureau of Educational Research, Mississippi State University, 1969).

19. Gene W. Scholes, Adult Basic Education: A Case Study in Goal Determination, Ph. D. dissertation, (Ann Arbor, Michigan: University of Michigan, 1970).

20. Thelma P. Orr (dir.), Final Report: Georgia State Module, Adult Basic Education Recruitment Research Program, (Morehead, Kentucky: Morehead State University, June, 1970).

21. Max Way (dir.), Ohio State Module: Utilization of Para Professionals in Adult Basic Education, (Piketon, Ohio: Scioto Valley Local School District, August 31, 1971).

22. Appalachian Regional Commission, Appalachian Research Report No. 12, Teachers in Appalachia, (Washington, D.C.: Arthur D. Little, Inc., August, 1970).

23. Max Way (dir.), Pre-Service Staff Development Workshop Evaluation Report, (Appalachian Adult Education Center, Morehead, Kentucky: Morehead State University, August 31, 1970).

E.C. Wilson (dir.), Demonstration, Developmental and Research Project for Programs, Materials, Facilities, and Educational Technology for Undereducated Adults, (Appalachian Adult Education Center, Morehead, Kentucky: Morehead State University, September 30, 1970)..

24. James S. Brown, op. cit..

25. Ted Cook (dir.), Evaluation Study of Kentucky Adult Basic Education Program, (sponsored by the Division of Adult Education, Frankfort, Kentucky: State Department of Education Press, 1969).

26. Kenneth M. Pfeiffer (dir.), A Study of the Orientation of School Superintendents and Board Members to Adult Education, end of Budget Report, (Indiana, Pennsylvania: Indiana University, July 1, 1971 - December 31, 1971).

27. Charles Divita, Jr., Adult Basic Education: A Study of the Backgrounds, Characteristics, Aspirations, and Attitudes of Undereducated Adults in West Virginia, (Huntington, West Virginia: West Virginia Research Coordinating Unit for Vocational Education, Marshall University, 1969).

28. Adult Armchair Education Program Final Report, (Washington, D.C.: U.S. Department of Health, Education and Welfare, Office of Education Bureau of Research, June, 1967 - March, 1968).

29. Jack Weller, Yesterday's People, (Lexington, Kentucky: University of Kentucky Press, 1965).

30. Lamar Marchese, Appalachian Community Television Project, Final Report, to the Appalachian Regional Commission and the Kentucky Program Development Office, (Morehead, Kentucky: Morehead State University, January 1, 1972).

31. Charles W. Rhodes (ed.), "New Ideas Paying Off with Adult Students," Appalachian Advance, (Charleston, West Virginia: Appalachia Educational Laboratory, Inc., Fall, 1971). Vol. 5, No. 6, pp. 3 - 6 and 24.

32. Max Way (dir.), Demonstration, Developmental and Research Project for Programs, Materials, Facilities, and Educational Technology for Undereducated Adults, op. cit..

33. Louis Harris and Associates, Inc. Survival Literacy Study Conducted for the National Reading Center, (New York: Louis Harris and Associates, Inc., 1971), pp. 70 - 71.

34. Alvin Toffler, Future Shock, (New York: Random House, Inc., 1970).

35. Charles A. Reich, Greening of America, New York: Random House, Inc., 1970).

The work presented in this document was performed pursuant to a grant from the Department of Health, Education, and Welfare, Office of Education, Bureau of Adult, Vocational and Technical Education [OEG-0-71-4410 (324)]. However, the opinions expressed herein do not necessarily reflect the position or policy of the U.S. Office of Education, but are the sole responsibility of the Appalachian Adult Education Center.

APO Box 1353 Morehead State University Morehead, Kentucky 40351