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AUTHOR	Imel, Susan
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ABSTRACT

Adult education is experiencing rapid growth as a result of social, demographic, economic, and technological factors. At the same time, it is struggling with its own maturation and development as a profession. Specific trends and issues emerge from this context, one group related to the profession and another related to adult education programs. At the heart of the issue of how and why the field should professionalize is the question of whether adult education should seek professional status similar to medicine and law or develop a new model of professionalization. A related issue is certification of practitioners. Debate concerns determination of appropriate proficiencies and of an appropriate credential and credentialing body. Emerging ethical issues include differing opinions over the establishment of a code of ethics. Another trend is the study and interpretation of adult education history. Adult learning is one of the most thoroughly investigated areas in the field. Considerable movement has occurred in access and equity and in adult literacy education, particularly as they relate to the development and delivery of programs. Access and equity issues focus on the question of who participates and what barriers deter participation. New emphases in adult literacy include policymaking and development of programs targeted to specific populations. (Includes 72 references.) (SK)

TRENDS AND ISSUES IN
ADULT EDUCATION
1988

Susan Imel

The Ohio State University

1988

FUNDING INFORMATION

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FOREWORD

Ray D. Ryan
Executive Director
The Center on Education
and Training for Employment

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EXECUTIVE SUMMARY

The burgeoning field of adult education has been stimulated by a number of social, economic, and technological trends, among them the presence in the work force of the baby boom generation and advances in automation that are transforming the workplace. As this rapid growth is taking place, adult education is struggling with its own maturation and development as a profession. From this context emerge specific trends and issues, one group of which are related to the profession and another group related to adult education programs.

At the heart of the issue of how and why the field should professionalize is the question of whether adult education should seek professional status similar to medicine and law, or whether it should develop a new model of professionalization. A related issue is certification of practitioners. Questions being debated include determination of appropriate proficiencies and ways to measure them, relationship of proficiencies to performance and program quality, and determination of an appropriate credential and credentialing body.

Ethical issues related to the field are just beginning to emerge. As with certification, opinions differ over the issue of establishment of a code of ethics.

Another trend is the study and interpretation of adult education history. Recent substantive publications point out gaps and indicate areas in need of historical research.

Adult learning is one of the most thoroughly investigated areas in the field. Recent research is expanding knowledge of self-directed learning, adult participation, cognitive psychology, and critical thinking. More work is needed to test existing theories and move adult learning research in new directions.

Considerable movement has occurred in access and equity and in adult literacy education, particularly as they relate to the development and delivery of programs. Access and equity issues focus on the question of who participates in adult education and what barriers deter participation. Technology's capacity to make education more accessible has a flip side: the potential for widening the gap between the educational "haves" and "have nots."

Adult literacy has become the focus of national attention. New emphases have emerged, such as efforts to influence the creation of policy in adult literacy and development of programs targeted to specific populations (family/intergenerational programs; programs for homeless persons, immigrants, and women; and workplace literacy programs). Adult literacy education is moving in many different directions, making national policy and agency collaboration especially important.

General observations about trends and issues in adult education include the following:

o External factors such as legislation and funding create and shape trends and issues.

o The adult education community is actively influencing trends and directions in the field.

o The knowledge base is being developed and improved.

o Many trends and issues are interrelated.

o Trends and issues must be assessed over a period of time to understand fully how the field is changing.

Information on trends and issues in adult education may be found in the ERIC system using the following descriptors: Access to Education, *Adult Education, Adult Educators, *Adult Learning, *Adult Literacy, Certification, Educational History, *Educational Trends, Equal Education, Ethics, Literacy Education, Participation, Professional Recognition. Asterisks indicate descriptors having particular relevance.

INTRODUCTION

Adult education has been termed a "growth area." The adult education community includes more than 23 million adults, aged 17 and over, who enroll in over 40 million organized education and training activities yearly. These figures represent dramatic increases in level of activity compared to 15 years earlier. Since 1969, the number of adults participating in adult education increased 79 percent, and the number of activities doubled (Hill 1987).

These adults are not usually full-time students seeking a high school or college diploma or a vocational credential. Most enroll in adult education programs for job-related reasons; others take nonoccupational courses for personal or social reasons (ibid.). More than 4 million are persons engaged in adult literacy or adult secondary education programs (Pugsley 1987).

A number of broad societal and economic trends stimulate the growth of adult education. For example, the presence in the work force of the baby boom generation, which is the largest age cohort of the population, has increased the demand for occupational and professional training (Bachand 1984). Economic and technological changes have eliminated some jobs, revised the nature of many others, and created new ones, requiring more adults to retrain for work (Hoffman 1986). In fact, nearly two-thirds of those taking adult education do so for job-related reasons (Hill 1987). In addition, societal and economic pressures make it impossible for many adults to pursue the traditional linear life plan of school, work, and retirement; the linear model becomes dysfunctional with rapid change. Instead, they adopt a more preferable cyclical life plan that redistributes education across the lifespan (Bachand 1984; Bown 1985).

Adult education programs historically have evolved to meet specific needs. The traditional providers of adult education have been educational institutions, but that situation is changing. In 1984, schools offered only 53 percent of adult education programs. The balance was provided by business and industry, labor unions, professional associations, government agencies, community organizations, the military, correctional facilities, churches, and hospitals. Many adults also enroll in distance education programs offered via correspondence, television, radio, or newspaper, as well as private tutoring (Hill 1987).

Although the variety of providers has resulted in a diverse and responsive adult education system, it has also engendered duplication of effort and unevenness of program quality (Bachand 1984; Hill 1987). Fortunately, a recent emphasis on collaboration has begun to address this wasteful fragmentation (Baden 1987a). (See Baden [1987b] for examples of collaborative efforts in adult education programs.)

The best predictor of participation in adult education is an adult's level of educational attainment. Because those adults most in need of adult education programs (that is, the undereducated) are those least likely to participate,

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there is continuing concern about access and equity in adult education (Bachand 1984; Cross 1981; Hill 1987). As few as 3 percent of adult education courses target illiterate adults (Harman 1985).

For both social and economic reasons, education of undereducated adults is as important as that of in-school youth. Since 85 percent of the workers of the year 2001 are already in the work force, adults form a major portion of the future labor pool. Undereducated adults require training in basic skills, work-related behavior and attitudes, and occupational skills before they can be fully employed. Education can also help these adults to function fully as citizens by equipping them with the skills necessary to participate in a democratic society and to become more self-sufficient (Corrigan 1986; *Looking to the 21st Century* 1985).

Adult education is also struggling with a number of issues related to its status as a profession. Although it has made progress toward maturity as a field, most would agree that as a profession, adult education remains underdeveloped. Because the field is so diverse and borrows from so many disciplines, some question whether it should work to build its own body of research and theory. Others think that growth in adult education will increase recognition of the field and establish its status as a new academic discipline (Bachand 1984; Harman 1985; Merriam 1986).

Questions about the professionalization of adult education focus on such areas as the knowledge and skills required to practice, the relationship of proficiencies to performance and program quality, the appropriate types of preparation for acquiring the requisite knowledge and skills, the kinds of continuing education needed to maintain

and enhance professional competence, and roles and definitions for the field and its practitioners. Fundamental questions such as these must be addressed before the field will be fully recognized as a profession.

Adult learning theory and research need to be developed and extended. Current knowledge about adult learning has been described as "embryonic, speculative, and tentative" (Harman 1985, p. 9). Additional research is needed to understand more completely how adults learn, what types of learning modes they need to function in society, how technology can be employed to enhance learning, and how learning takes place in the workplace.

Adult education is experiencing rapid growth as a result of social, demographic, economic, and technological factors. At the same time, it is struggling with its own maturation and development as a profession. Specific trends and issues emerge from this context, a number of which are discussed in this paper. Several of these trends and issues are related to the maturation and development of adult education: professionalization of the field, professional certification for adult educators, the nature of ethical practice within the field, understanding and interpreting the field's history, and increasing the knowledge base related to adult learning. Two additional trends and issues discussed here are the delivery of accessible and equitable programs and the adult literacy education movement. Although interrelated, these two areas are examined separately. Some observations about the trends and issues are made in the conclusion.

What are trends and issues and how were those enumerated here selected for inclusion in this paper? Although frequently referred to simultaneously, trends and issues are separate enti-

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ties. A trend is a direction or area of development within the field whereas an issue is an area over which there is debate or controversy. According to Cervero (1987), "an issue is a normative question for which two or more starting points or assumptions exist" (p. 68). As they emerge, trends frequently have affiliated issues. For example, a number of issues have arisen in conjunction with adult literacy education, a trend that is discussed in this paper. The trends and issues examined in this paper were selected using two primary criteria: (1) the emergence of the area within the literature or (2) movement or change within the area, as reflected in the literature and in practice. With a few exceptions, only literature from 1987 and 1988 was used in describing trends and issues.

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TRENDS AND ISSUES RELATED TO THE PROFESSION

An examination of the literature reveals that adult educators are continuing to raise issues related to the maturation and development of their profession, such as professionalization, certification, and ethics. In addition, the knowledge base has developed in areas related to the profession. A new trend focusing on the field's history has emerged in the literature, and the adult learning knowledge base has continued to grow.

Professionalization of the Field

This issue of how and why the field should professionalize has been the topic of debate for more than two decades, and it continues to be treated in the recent literature. In a review of the related literature, Cervero (1987) summarizes the reasons why adult education has not obtained full status as a profession. Among them are an underdeveloped and fragmented knowledge base; lack of external recognition of the field, including failure to require professional education as a prerequisite for employment; and limited career paths (p. 70). Although most would agree with this assessment, at issue is the question "Should the field professionalize?" In other words, should it seek to obtain professional status similar to professions such as medicine and law?

Carlson (1988) speaks out against the professionalization of the field, arguing that the "slippery path of professionalization leads to the monopoly of an elite over a particular area of practice" (p. 166). He represents the viewpoint of those who feel that professionalization violates some basic tenets of the field related to its voluntary and informal nature (Cervero 1987).

Cervero, on the other hand, maintains that the field has already answered the question affirmatively, saying that "the process of professionalization began fifty years ago with the establishment of degree programs in universities" (p. 73). The issue thus revolves not around the question "Should the field professionalize?" but rather "How should it professionalize?" A related question "Do we want to become a profession like other professions?" is also posed by Merriam (1986, p. 7).

In response to the question of how it should professionalize, Cervero proposes a new model of professionalization. The model would be guided by the following assumptions that reflect the central belief structure of adult education:

o There should be joint decision making by learners and educators regarding both learners' needs and the selection of appropriate solutions to address these needs.

o Adult learning needs should not be treated as deficits but rather viewed as an individual's right to know.

o Since most adult learning takes place outside formal, institutional

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settings, educators need to acknowledge that it may not require their direct assistance.

o Problems whose solutions require learning emerge from the individual within a social, political, and economic context, so individuals and their learning needs cannot be separated from the environment that produced the need.

o The relationship between adult learners and educators is such that, whereas adult learners could exist without educators, educators are dependent upon learners.

o Adult educators do not operate in a neutral environment but are political actors within a social context. (pp. 75-76)

Much evidence supports Cervero's contention that adult educators have already agreed to professionalize. By proposing that the field use its underlying belief structure to develop a model of professionalization, Cervero provides one perspective about how this process can take place: If the field uses his assumptions, to develop its model of professionalization, it will not become a profession like other professions, but instead will professionalize in a way that is more consistent with its central belief structure.

Professional Certification

The issue of adult education certification emerges from the discussions about the professionalization of the field, and it has also been actively debated for a number of years. Recent literature reveals that members of the adult education profession have a variety of perspectives about certification. When asked about voluntary professional certification, most responding members of the American Asso-

ciation for Adult and Continuing Education (AAACE) were strongly opposed to the idea of required teacher certification, but several felt that voluntary certification would be acceptable (Melton 1987). However, in a more recent survey, respondents did not believe that at this time AAACE should offer certification to adult educators as a means of assuring the public that these practitioners are qualified (Bonham 1988).

Those who favor professional certification argue that it is a means to develop the profession because it is a practice that separates competent practitioners from those who are not (Galbraith 1987; Galbraith and Gilley 1986; Gilley and Galbraith 1988). Those who argue against it do so for a variety of reasons. Some believe that the certification process is incompatible with the philosophical assumptions underlying the field, viewing it as a means for an elite group to wield power over the field of practice (Carlson 1988). Others feel that the field is too diverse to develop a set of competencies and that certification might further divide an already fragmented field (Bonham 1988; Galbraith and Gilley 1986).

Discussion about certification focuses on (1) the major proficiencies needed by effective adult education practitioners, (2) the relationship of the proficiencies to performance and program quality, (3) appropriate determination and measurement of the proficiencies, and (4) the purpose of certification. Another controversy surrounds the determination of an appropriate credential and credentialing body (that is, should the credential be professional certification, accreditation, or licensure, and should it be issued by a professional association, an agency, or a political body) (Galbraith and Gilley 1986; Gilley and Galbraith 1988). Professionalizing

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Ethics

Unlike other fields with a strong service orientation (for example, social work, law, and counseling), adult education has only recently begun to consider the role of ethics and its relationship to professionalization (Brockett 1988b; Sork 1987, 1988). Factors that have deterred discussions about ethics include the field's diversity and the tendency to focus on its learner-centered nature rather than its practices (Sork 1987, 1988).

The first book treating the topic, *Ethical Issues in Adult Education* (Brockett 1988c), was recently released, and despite past neglect, ethics is now seen as an area that is essential to the future development of the field. In describing its importance to the field, Sork (1988) suggests that "a consideration of the ethics of practice is inescapable if anything approaching a complete understanding of practice is ever to be achieved" (p. 393). Following a review of the sparse literature on the topic, Brockett (1988a) concludes that the study of ethics as it relates to adult education should be a priority.

Although most would agree that discussions of an ethical nature are important for the field's continued development, at issue is whether the field should develop a code of ethics. Both Sork (1987) and Brockett (1988a, 1988b) allude to the fact that the field does not have a code of ethics. Although Brockett points out the relationship between a code of ethics and the nature of professionalization, he admits that the "code-of-ethics question is not easily resolved" (1988c, p. 9). Acknowledging that the diversi-

ty of the field makes developing a code difficult, Sork (1987) suggests analyzing professional roles as a beginning point.

Carlson (1988), however, is adamantly opposed to the establishment of a code of ethics. He says that although "few would question the underlying concern that adult education be practiced in an ethical way . . . [t]he issue is whether a code of ethics for adult educators will achieve the sort of ethical practice desired" (p. 163). He believes that, like certification, a professional code of ethics "will only serve the narrow interests and ends of an elite," calling it "the antithesis of real ethics" (p. 168).

Ethical issues related to the field and its development are only now emerging in the literature. Like certification, they are central to the issue of professionalization, and the questions and issues surrounding a code of ethics will not be easily resolved.

History

Understanding and interpreting the field's history has recently emerged as a trend in adult education. A number of books and monographs related to aspects of the field's history have been published, a conference on history was held, and Syracuse University launched its Kellogg-funded project designed to provide leadership in adult education historical research. Using unpublished dissertations as an indicator, Law (1988) notes that this trend related to the field's history began about 10 years ago, but that now "it is becoming much more apparent and should continue to blossom" (p. 59).

One of the hallmarks of a profession is an understanding and appreciation of its history and how that history fits into the general social and political

context. Although histories of adult education exist, most notably those written by Grattan (1955) and Knowles (1962), history has remained under-developed as an area of the literature base. Law (1988) states that until recently the development of history "as an academic area of inquiry has been marked by a lack of any pronounced historical consciousness and a general reluctance in the core works to con-textualize trends, developments, and research findings" (p. 59). There is ample evidence that this situation is changing, however.

In July 1986, the first International Conference on the History of Adult Education was held in Oxford, England. Two papers presented at that conference contribute to a better understanding of the importance of the study of history and its current status in adult educa-tion. The first paper, by Huey Long (1986), provides three reasons for studying history: philosophical, cog-nitive, and pragmatic. Using examples from current practice, Long urges adult educators to study the field's history as a means of developing philosophical perspectives on current events, to enable them to understand and interpret current events in terms of the past, and to permit them to learn from the experiences of others.

The second paper by Harold Stubblefield (1986) examines the status of histori-cal research in adult education in the United States. After a brief review of what he terms "early attempts to frame a history" (Adams 1944; Grattan 1955; and Knowles 1962), Stubblefield uses more recent literature and events to identify trends in current historical research. Urging caution because "the published output in conference papers, journals, and books is so small" (p. 3), he suggests three emphases: (1) a focus on understanding the heri-tage of the field, especially the writers and theorists of adult educa-tion from the 1920s and 1930s; (2) analysis of the ideologies that undergird the work of adult educators; and (3) identification of universal dimensions of patterns of learning.

In addition to these papers about his-tory and its status in adult education, a number of books and monographs on aspects of the field's history have recently been published. Three of the most notable are David Stewart's prize-winning biography of Eduard Lindeman, *Adult Learning in America: Eduard Lindeman and His Agenda for Lifelong Education* (1987); Stephen Brookfield's *Learning Democracy: Eduard Lindeman on Adult Education and Social Change* (1987b), which makes widely available for the first time many of Lindeman's articles and papers; and Harold Stubblefield's *Towards a History of Adult Education in America: The Search for a Unifying Principle* (1988), which classifies adult education theorists of the 1920s and 1930s according to three unifying principles: diffusion of knowledge, liberal education, and so-cial education. Much of the early history has been criticized because of its descriptive nature (Law 1988; Stubblefield 1986). All three of these publications go well beyond mere de-scription as the authors seek to in-terpret and analyze their subjects and examine them in the larger social and political contexts.

The appearance of these three substan-tive publications is indicative of the trend toward greater interest in adult education's history, but they represent only a portion of the complete history of adult education. Much more needs to be done. For example, women are con-spicuously lacking from Stubblefield's book (as they have been from other histories). The trend toward greater interest in history shows no signs of abating, and it is likely that in the future many of the gaps in the field's history will be filled.

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Historical research will be stimulated by the leadership of the Kellogg Project at Syracuse University. One goal of this project is to use technology to make the adult education archives more widely available. Another is to encourage historical research by providing fellowships, organizing conferences, and sponsoring publications.

Adult Learning

Despite the fact that theory building and research in adult learning have received much attention, it is still an underdeveloped area of the adult education knowledge base (Harman 1985; Merriam 1987). Problems with existing research and theory have also been noted in the literature. For example, Cross (1981) and Rosenblum and Darkenwald (1983) point out that andragogy, the most widely espoused theory of adult learning, remains largely untested by research. The expanding body of research on self-directed learning has been criticized for its failure to develop in new directions (Brookfield 1985). Because adult educators are aware of the need to improve and expand adult learning research and theory, this area of the literature base continues to be developed.

Merriam (1987, 1988) has made recent contributions that help organize, evaluate, and interpret the existing research and theory related to adult learning. In "Adult Learning and Theory Building: A Review," Merriam (1987) evaluates existing theories in adult learning. Observing that "theory building in adult learning is in its infancy" (p. 189), she classifies existing theories into three categories: (1) theories based on adult characteristics, (2) theories based on adult life situations, and (3) theories based on changes in consciousness. Criticisms of various theories that have appeared in the literature are included in the review. Despite the newness of theory-building efforts in adult learning, Merriam concludes that "taken as a whole . . . [they] do contribute to our growing understanding of adult learning . . . [and] the process does stimulate inquiry, reflection, and research, all of which will eventually provide us with some of the answers to our questions about adult learning" (p. 197).

In "Finding Your Way through the Maze: A Guide to the Literature in Adult Learning," Merriam (1988) proposes a matrix to serve as an organizing framework for approaching the vast and growing literature on adult learning. The matrix consists of six cells: (1) definitions and types of learning, (2) learning ability, (3) learning theory, (4) characteristics of adult learners, (5) credos of adult learning, and (6) theories of adult learning. The cells are organized along two axes that categorize the literature according to its adult focus and explanatory power. Using examples from the body of literature, Merriam briefly describes each cell. Merriam proposes practical uses for the matrix such as focusing specific activities related to adult learning, facilitating identification of resources, and designing research studies.

Another recent publication, "Trends in Research on the Adult Learner" by Brockett and Darkenwald (1987), also provides synthesis information about the growing body of research in adult learning as well as suggests procedures for improving further research efforts. Because much adult learning research has been criticized for its fragmented nature, the authors maintain that "a key to building a solid knowledge base on adult learning is to be found in sustained efforts to pursue inquiry on topics relevant to the broad field of [adult] education" (p. 30). The authors explore three current adult

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learning research areas--the teaching-learning transaction, participation, and self-directed learning--that they believe will provide a basis for future research efforts. They conclude by suggesting that future research could be improved by expanding the types of research designs, increasing the use of longitudinal studies, and replicating previous studies using recent developments and/or cross-cultural perspectives.

The work of Brockett and Darkenwald (1987) and Merriam (1987, 1988) represents one strand in the development of the adult learning trend. This strand is characterized by literature that reviews and synthesizes the existing knowledge base and consequently enhances the ability of adult educators to understand and use it. In addition, this strand provides directions for future research and theory building.

A second strand is the continuing development of the knowledge base through additional research and theory building. A number of recent publications are representative of this strand, which includes efforts in new areas as well as additions to areas that have been explored previously.

The Center for Adult Learning Research at Montana State University has been funded by the W. K. Kellogg Foundation to stimulate research in adult learning (Fellenz 1988). Two publications recently released by the Center indicate that it is exploring new areas of adult learning research and theory. The first, *Cognition and the Adult Learner* (Fellenz 1988), resulted from a meeting between selected national leaders in cognitive psychology and a group of professors of adult education. According to Fellenz, "the hope was that the insights of the experts in cognition would be infused into relevant research and theory development by the adult education professors" (p. v).

The monograph contains six papers and the transcript of a panel discussion entitled "Doing Research in Adult Learning." Three of the papers examine the relationship of adult cognition to psychology, biology, and technology, respectively. Because collaborative efforts are often called for in adult learning research, the remaining three papers--one by a practitioner--provide some models of how collaborative efforts in adult cognition research can be developed.

The second monograph released by the Montana Center focuses on the specialized area of spatial reasoning. In *Spatial Reasoning and Adults*, La Pierre (1988) describes research that provides evidence for what she calls "spatial intelligence." Because spatial reasoning is one of many capacities or abilities that adult learners may possess, this monograph "cracks open doors that may give . . . new insight into how adults learn" (p. v).

Another neglected dimension of adult learning, critical thinking, is examined by Stephen Brookfield in *Developing Critical Thinkers* (1987a). Critical thinking, according to Brookfield, is a process in which individuals reflect on the assumptions underlying their actions and consider new ways of viewing and living in the world. Citing a "lack of correspondence between what is taught in school programs intended to develop critical thinking and what is required in adulthood" (p. 4), Brookfield uses research and theory to demonstrate that critical thinking is a productive process, enabling adults to be more effective and innovative.

Advances have also been made in two well-developed areas of adult learning research and theory building: participation research and self-directed learning research. Because of its implications for access and equity in

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adult education, recent advances in participation research are discussed in the next chapter, but self-directed learning is discussed here.

The area of self-directed learning research has continued to expand. A new direction for this area of research is suggested by Oddi (1987), who proposes linking the study of self-directed learning to personality. Oddi considers traditional conceptions of self-directed learning inadequate because they view it as predominantly a process of self-instruction, thus failing to account for persistence in learning and excluding adults who are unable to plan self-instruction. For a number of years, research in self-directed learning tended to replicate the original work by Tough (1971), but more recently this research has begun to move in new directions (Brockett and Darkenwald 1987; Mocker and Spear 1982). Oddi's article is an example of how researchers are seeking new ways to add to this stream of research by proposing new approaches.

The trend related to adult learning is moving in a number of directions. Although adult learning has been the most thoroughly investigated area within adult education, more work is needed if it is to overcome its "embryonic, speculative, and tentative" status (Harman 1985). The Kellogg Center for Adult Learning at Montana State University is providing leadership in adult learning research. In addition, adult educators are exploring ways to expand and develop the existing knowledge base as well as to move it in new directions.

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PROGRAMMATIC TRENDS AND ISSUES

The 1980s have seen considerable movement in two trends and issues related to the development and delivery of adult education programs. These interrelated areas, access and equity and adult literacy education, focus on a number of similar questions such as What groups have access to adult education programs?; What deters individuals and groups from participating in adult education?; How can deterrents to participation be identified and addressed?; and What are effective program models for addressing the needs of illiterate and low-literate adults? Although these areas are concerned with many of the same questions and issues, they are addressed separately in this paper. The issue of access and equity cuts across all areas of adult education, including adult literacy education. Thus, it is broader in scope. Because increasing the literacy rate of adult Americans has been the subject of national attention during the decade, there has been a great deal of movement in this trend, and a number of new emphases have emerged in the related literature. However, 1 t all of these relate directly to access and equity issues.

Access and Equity

Merriam (1986) refers to access and equity as the "most problematic and most persistent" issue in adult education (p. 6). This issue, which is concerned with the accessibility of adult education opportunities as well as how equitably all adults are served, has been the focus of much attention within the adult education community. Most adult educators are aware that those most in need of adult education programs and services are among the least served, and they have sought solutions to this perplexing dilemma. Changing socioeconomic, cultural, and demographic forces in combination with the democratic ideal of equal opportunity make nonparticipation among certain groups of adults an important social issue (Scanlan 1986).

The issue of access and equity has also come to the attention of those outside the adult education community. The inequities of the existing adult education system were noted in *The Forgotten Half* (William T. Grant Foundation 1988), a report focusing on the needs of noncollege-bound youth in America. In addressing the lifelong learning needs of this group, the following observation was made about adult education: "most lifelong learning efforts are geared to adults who have met with success in traditional education . . . [while] those [individuals] who make up the 'forgotten half' are largely ignored" (p. 6). This is a serious indictment of current providers of adult education.

The issue of access and equity is affiliated with many aspects of adult education. For example, Imel (1988) points out that it is one of several issues related to the use of technology in adult education. Scanlan and Darkenwald (1984) address access in a subfield of adult education by identifying factors that deter individuals from participating in continuing edu-

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:cation programs.

The question of who participates in adult education and why is one of the most thoroughly researched in adult education. However, as concern about equal access and equal opportunity has increased, researchers have begun examining factors that may deter individuals from enrolling. Scanlan (1986) reviews and synthesizes the body of research related to participation, including studies that examined deterrents. More recent studies indicate there is continuing movement in the effort to provide information that can be used to address the issue of access and equity in adult education.

A new study, "Determinants of Part-Time Adult Student Participation" (Hawk 1988), reinforces many of the previous findings about adult education participants. However, because many of Hawk's research questions are related to economic factors, such as income, price, and employment status, they also demonstrate that the growing concern about equal access and equal opportunity is well founded. Hawk's research findings reveal stark differences between adult education participants and nonparticipants.

Hawk confirms what is familiar to adult educators knowledgeable about who participates and why: for both men and women, previous education, age, and professional employment status are the most important factors distinguishing between participants and nonparticipants. What is most disconcerting about Hawk's findings is the fact that they reinforce the growing realization that adult education is least likely to serve those who need it most. The research reveals that those with the least education, the lowest skills, and the smallest incomes are those least likely to participate. In addition, educational opportunities available to these individuals tend to cost more

than those available to better educated, more highly-paid persons because the former do not usually have access to low-cost, employer-sponsored programs. Hawk concludes that "[t]he opportunities for access to the lowest-cost educational opportunities seem not to be equal, and individuals whose participation would be of great personal and societal benefit are excluded or forced to pay much more for education than individuals already in a favored economic situation" (p. 36).

A second study, "A Typology of Low-Literate Adults Based on Perceptions of Deterrents to Participation in Adult Basic Education" (Hayes 1988), provides information that can be used to make programs more accessible. Using information about deterrents to participation collected in previous research, Hayes developed a typology as a means of distinguishing differences among groups of low-literate adults. Disjoint cluster analysis was used to identify six types of low-literate adults according to their scores on the following five deterrent factors: low self-confidence, social disapproval, situational barriers, negative attitudes toward classes, and low personal priority.

Hayes' research reveals that low-literate adults are not "a homogeneous group in respect to their perceptions of barriers to participation . . . [therefore] an undifferentiated approach to recruitment and program planning appears to be inappropriate" (p. 8). Thus, the findings can be used as a basis for increasing access and equity within adult basic education. Hayes makes a number of suggestions for further research that would likely shed additional light on effective ways to provide more accessible and equitable programs for low-literate adults.

A study conducted by Lewis (1988) addresses the issue of access and eq-

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uity as it relates to technology. Although technology has the capacity to make adult education more accessible, it has been suggested that the use of technology might only widen the gap between the educational "haves" and the "have nots." Even when it is accessible to adults, technology might not be employed equitably because of perceived or actual deterrents to its use (Imel 1988).

To gain an understanding of the attitude of low-literate adults toward computers, Lewis surveyed a sample of 666 adult basic education students using the Adults' Attitudes toward Computers Inventory. Lewis' results reveal that for this population equity in computer use does not seem to be a problem. The respondents generally had positive attitudes toward computers. Demographic characteristics from a subsample of the population were used to determine if any significant attitude differences could be detected on the basis of age, gender, years away from school, or prior computer use. None were found. Lewis concludes that "this population of low-literate adults, which is traditionally characterized as having a low self-concept and negative educational experiences in the past, appears to feel little threat from the technology" (p. 7). She also suggests that because of the paucity of empirical evidence regarding attitudes toward computers, more research is needed to examine other variables and differences among population groups.

The three studies examined here, although quite different in nature and purpose, provide some indication of the movement in the research related to the trend of access and equity. Although Hawk's research does not reveal any surprises about adult education participants, it does reinforce the fact that access and equity are enduring issues. It also reveals that many inequities exist within the current

adult education delivery system. Hayes' study is indicative of the trend in research to understand more fully the many populations and subpopulations served in order to provide more accessible and equitable educational opportunities. Finally, by examining the attitudes of low-literate adults toward computers, Lewis begins to test some assumptions that have been made about computer anxiety. Research of this nature provides much needed empirical evidence related to access and equity issues.

Demographic and social trends indicate that the adult population will become even more diverse. Adult educators must continue their efforts to develop an accessible and equitable adult education system in order "to train and retrain workers, to develop human potential, and to reduce some of the inequities associated with race and class" (William T. Grant Foundation 1988, p. 69).

Adult Literacy Education.

Increasing the literacy rate of Americans has been the focus of national attention during the 1980s. Following President Reagan's announcement of the Adult Literacy Initiative in September 1983, many new groups and organizations joined those that had long been involved in efforts to reduce adult illiteracy. During the first part of the decade, the focus was on strengthening literacy education programs through the recruitment of volunteers. The Coalition for Literacy, in conjunction with the American Association of Advertising Agencies, developed and operated a national public service advertising campaign designed to recruit volunteers to teach adults to read. The Business Council for Effective Literacy, formed by Harold W. McGraw early in 1984, encouraged businesses to support adult literacy programs in their local com-

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munities. Many communities and several states developed coalitions to facilitate communication and collaboration among literacy education providers.

A number of issues related to adult literacy education have surfaced during this period. Miller and Imel (1987) identify and review the following issues associated with the adult literacy movement during the early part of the decade: the characteristics of illiterate adults, the use of volunteers in literacy education programs, the impact of changing technology on literacy skills needed to function in the workplace, the need for more effective evaluation mechanisms, and the need for better linkages and communication within the field of adult literacy education. They conclude that a significant reduction in adult illiteracy depends upon increased research activity, the development of new coalitions, and increased emphasis on prevention.

As the decade draws to a close, the focus in adult literacy education is changing. Although many of the early efforts enumerated here are continuing, a number of new emphases have emerged. These include efforts to influence the development of policy in adult literacy and the emergence of new types of literacy programs including intergenerational or family literacy; workplace literacy; and literacy for immigrants, for the homeless, and for women. Issues associated with these emphases are also emerging.

Efforts Related to Policy
Development

Two current efforts are designed to influence the development of national policy in adult literacy under the Bush administration. Both the Southport Institute for Policy Analysis (SIPA) and the Working Group on Adult Literacy (WGAL) are developing position papers

on adult literacy in an attempt to provide guidance for policy development in adult literacy at the national level (McGraw 1988; Working Group on Adult Literacy 1988). The WGAL, which is made of up representatives from 11 organizations affiliated with adult literacy education, announced its proposal at a Washington, D.C., press conference in September 1988 and subsequently presented it to the presidential candidates. The WGAL proposal calls for the new president to lead the nation in the area of adult literacy by providing strong leadership, increased resources, and a comprehensive literacy system.

To develop its policy papers, the SIPA has formed a number of working groups comprised of representatives from literacy organizations as well as nationally recognized authorities in adult literacy education. Although the SIPA has not yet released its policy paper, plans call for it to recommend how the federal government can best work with state and local governments, the business community, and others to develop a comprehensive, long-range approach to reduce adult illiteracy (McGraw 1988). The SIPA will also make policy recommendations in research, staff development, technology, and dissemination and utilization, among other areas. Both proposals call for the creation of a national facility to conduct research in adult literacy. (In January 1989, SIPA released *Jump Start* [Chisman 1989], the final report of its Project on Adult Literacy. Written using information from the seven background papers developed by the working groups, *Jump Start* contains specific recommendations about the federal role in adult literacy.)

A combination of factors are probably responsible for the efforts to influence policy development in adult literacy. First, during the 1980s the need to increase the literacy rate of

adult Americans has caught the public's attention, and it is viewed by many as a national priority, especially because it has been linked with U.S. competitiveness. Second, an election year provides an ideal opportunity to use the increased visibility of adult illiteracy to make the case for more resources for adult literacy education, a program that has been woefully underfunded. Third (a corollary of the second), since money for adult literacy education has been included in a number of recent pieces of legislation (for example, the McKinney Homeless Assistance Act and the Chapter I Even Start Legislation), it is an appropriate time to lobby for better coordination of the resources available for adult literacy.

Emerging Program Areas

Another aspect of the trend in adult literacy education has been the development of new program areas, including programs targeted toward specific populations. Legislation has stimulated several of these emerging areas such as family or intergenerational literacy and programs for the homeless and for immigrants. Literacy programs for women, another developing area, has resulted from concern about access and equity. Such factors as changing work requirements and the need for greater competitiveness have stimulated the development of literacy programs in the workplace. Each of these areas is discussed briefly.

Family/intergenerational literacy programs. Intergenerational or family literacy programs are designed to address the intergenerational effects of illiteracy. The major assumption underlying these programs is that improving the literacy skills of parents will result in more positive educational experiences for their children. For example, research has shown that children who are read to at home will do better in school than children who are not exposed to reading prior to entering school (Maclay and Askov 1988). Federal legislation, known as Even Start, has stimulated the growth of this program area, and foundation money from the William R. Keenan, Jr. Charitable Trust in North Carolina is being used to establish an 18-month project in family literacy (Darling 1988; Nickse, Speicher, and Buchek 1988).

Because intergenerational literacy programs are relatively new, information about their effectiveness is only now beginning to emerge in the literature. Two recent articles report on programs that focus on reading instruction. In Pennsylvania, researchers developed microcomputer courseware that uses the "whole word" approach for use with adult beginning readers and distributed it for use with parents of children in Chapter One reading programs (Maclay and Askov 1988). No direct involvement by children was required, but it was anticipated that a parent's interest in learning to read would have a positive effect on the child. Although there was no control group for comparison, there was a statistically significant improvement in school attendance of children whose parents were involved in the program. Maclay and Askov (1988) also report that participating parents are beginning to bring their friends to the program, thus combating a continuing problem of recruiting low-literate adults.

Nickse, Speicher, and Buchek (1988) discuss research related to a program designed to explore the effectiveness of an intergenerational approach to family reading instruction, which has been developed by the Boston University Family Learning Center. In this study, which is funded by the U.S. Department of Education's Office of Educational

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Research and Improvement, two research questions are being examined: "1. Does an intergenerational approach have a positive impact on adult beginning readers' progress and retention?; and 2. Do children of parents enrolled in an intergenerational reading project show gains in reading and language arts achievement and improved attitudes toward reading and learning?" (p. 635). At the time of the report, only the first question had been addressed. The program's retention rate is 73.3 percent compared to a national rate of 30-50 percent. The rate of progress is directly related to the number of hours of tutoring. Although their research is still in progress, Nickse, Speicher, and Buchek (1988) make some recommendations and draw conclusions based on their 4 years of experience with an intergenerational literacy program. They emphasize the need for national and local policy stressing intergenerational learning as an intervention-prevention strategy as well as provide suggestions for program implementation.

Intergenerational literacy programming is a new area, and research-based information is scanty. It does appear that this approach holds promise if there is adequate support to provide the individualized assistance and instruction that seem to be critical to program success.

Adult literacy for the homeless. Another area that is being stimulated by recent legislation is adult literacy for the homeless. The McKinney Homeless Assistance Act designates $14 million that is to be used for literacy programs during the fiscal year beginning October 1988. Each state will receive monies for these programs based on the number of adults in its population aged 16 and older and out of school. Since education is not the first priority for someone who is homeless, "the literacy provisions of

the McKinney Act were consciously designed to provide basic skills training for the homeless in the context of their special circumstances" ("Double Jeopardy" 1988, p. 3).

The opportunity to provide literacy programs for the homeless presents a number of challenges to adult educators. In most cases, they will be breaking new ground. There is no research base, and few existing programs provide information to guide program development. The act also provides money for a number of related services (child care, transportation, and counseling); therefore, as they have done in providing other types of programs, adult educators will need to coordinate their efforts with a number of other agencies. Also, as they do with any new population, adult educators will have to seek information enabling them to understand the characteristics of the homeless population if they are to provide effective programs. A recent article in the *Business Council for Effective Literacy Newsletter* indicates that the homeless population is not homogeneous in nature ("Double Jeopardy" 1988). This same article, however, maintains that providing literacy services can assist the homeless in becoming more self-sufficient, "provided program designers are totally realistic about their roles and their goals" (p. 5).

Literacy programs for immigrants. Another piece of federal legislation that is stimulating the growth of adult literacy programs is the Immigration Reform and Control Act (IRCA) of 1986. Although English-as-a-second-language instruction has always been an important component of many literacy programs, the passage of the IRCA puts additional burdens on providers to serve the immigrant population. Phase II of this legislation, which went into effect on November 7, 1988, provides those illegal immigrants who registered

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for temporary resident status under Phase I with permanent resident status. In addition to an 18-month waiting period, candidates for permanent residency must either have a minimal understanding of English and a knowledge and understanding of U.S. history and government, or they must be enrolled in a course of study to acquire that understanding (Grossman 1988; Olsen 1988).

Like literacy programs for the homeless, the need to provide immigrants with appropriate instruction presents a number of challenges to adult educators. The following information about the applicant population has implications for adult education:

o Ten states hold 94 percent of the total eligible legalizable alien population.

o Seventy percent of the applicants have little or no English ability, and up to 20 percent have little or no native language literacy.

o The Immigration and Naturalization Service characterizes most of these applicants as "nonparticipants," suggesting that they have been living and working without much visibility (Olsen 1988).

Some issues related to the provision of programs for this group include establishing curriculum content that meets the requirements of the act, developing instruction that is "educationally appropriate" (as described in the regulations), and providing for on-site monitoring of programs (ibid.).

Literacy for women. The need to design literacy programs for women has recently emerged in the literature. Kazemek (1988) notes a general failure to understand and acknowledge the ways gender differences may affect literacy and literacy instruction. Beck (1988),

citing research related to the intergenerational nature of literacy, points out that the educational progress of children is jeopardized in households headed by educationally and economically disadvantaged mothers. Since 23 percent of all adult females have severely limited literacy skills, increasing literacy among women, especially single household heads, may have a long-term positive impact on many children (Beck 1988; National Commission on Working Women 1988).

Recently, with funds from the John D. and Catherine T. MacArthur Foundation, Wider Opportunities for Women conducted an 18-month project designed to improve the literacy skills of women who had families. The research findings repeatedly "stress[ed] that the comprehensive needs of the mother and her family must be addressed within the total program in order to have success in both literacy gains and employment readiness" (Beck 1988, p. 2).

The need to design and develop literacy programs for women has emerged from concern about access and equity within the educational and employment system (Beck 1988; Kazemek 1988; National Commission on Working Women 1988). This new program area shares similarities with intergenerational literacy programs and adult literacy for the homeless.

Workplace literacy. Unlike the program areas discussed earlier, workplace literacy is not a new area of literacy programming, but during the latter part of the decade it has emerged as a national priority. The impact of adult illiteracy on private industry is increasingly visible as technological advances and foreign competition raise workers' basic skill requirements (Fields, Hull, and Sechler 1987). Demographic factors and changes in jobs are also creating a need for workplace literacy programs. Bureau of Labor

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Statistics' projections of labor force growth to the year 2000 suggest that there will be "sharply slower growth in the labor force, particularly among younger workers . . . [and] that the people who will be entering the labor force in the years ahead may not have the skills that employers need" (Riche 1988, p. 34). Also, new jobs in the service industries--where most of the job growth is projected to occur--will demand much higher skill levels than the jobs of today (Johnston and Packer 1987). Thus, new entrants as well as established workers need literacy training in order for companies to remain productive and competitive.

Research related to workplace literacy programs has explored the level and type of skills needed to enter and advance in the workplace (Carnevale et al. 1988; Gainer 1988; Hull and Sechler 1987). Results indicate that the range of skills needed by workers is expanding. Studies of training reveal that workplace literacy differs from general literacy and that school literacy activities do not adequately prepare individuals for the literacy demands of the workplace (Mikulecky et al. 1987). Researchers have also examined existing programs in an attempt to characterize successful programs and existing patterns in practices and approaches, concluding that during the 1980s workplace literacy programs have become instruments for achieving a company's advanced technology goals (Fields, Hull, and Sechler 1987).

Fingeret (1988) observes that during the 1960s, literacy focused on improving social mobility but that now it focuses on helping individuals obtain basic, entry-level employment. She criticizes this change in focus, saying that workplace literacy programs sometimes simply train adults for specific tasks rather than help them learn to read, write, solve problems, and continue learning. She further suggests that the emergence of workplace literacy as a priority puts it in competition with other types of literacy programs. Scarce resources are being channeled away from those most in need of literacy programs and services because employment-related literacy programs frequently serve adults whose literacy skills are fairly sophisticated. In this process, known as "creaming," resources are diverted from adults who have little or no literacy skills to those who possess at least minimal reading and writing abilities.

The need to improve literacy levels of workers has been the subject of national attention. According to Fingeret (ibid.), in developing and implementing workplace literacy programs, adult educators must "work together to promote a broad notion of literacy that embraces the growth of the human spirit, recognizing that full participation in the economy will accompany such personal growth" (p. 5).

Summary

As the decade draws to a close, adult literacy education is moving in a number of different directions. Further fragmentation of the field is a real and present danger. Whether a national policy on adult literacy could provide the leadership necessary to consolidate the field remains to be seen. Adult literacy educators are being challenged to serve new populations. Greater emphasis is being placed on collaboration with other agencies because education is only one of many services needed by new clientele groups. Research is needed to provide information on both the characteristics of new clientele groups and of effective program models as well as on how illiterate and low-literate adults learn.

CONCLUSION

Using recent literature, this paper has examined trends and issues in adult education. Trends and issues related to the maturation and growth of the profession were considered first, followed by programmatic trends and issues. This chapter presents some general observations about these trends and issues.

o **External factors, such as legislation and the availability of funds, create and shape trends and issues in adult education.** Recent legislation such as the McKinney Homeless Assistance Act and the Immigration Reform and Control Act is shaping the direction of adult literacy education as well as helping create opportunities to provide more accessible and equitable programs. The availability of outside funds, whether from private or public sources, is also shaping the direction of adult education. For example, Kellogg Foundation support will continue to be instrumental in supporting the study of adult education history as well as stimulating new research directions in adult learning. Funds from recent federal legislation and from foundations have enabled adult educators to develop and expand literacy programs. Trends in adult education are also shaped by changing demographic, social, and economic conditions.

o **Adult education trends and issues are created and shaped internally.** Trends and issues related to the field are being created and shaped by members of the adult education community. This is especially apparent in the trend toward the professionalization of the field. Some individuals cite the need for the profession to develop its own guidelines in relation to certification and ethics before they are imposed externally. Adult educators are also actively working to shape policy related to adult literacy education and to create more accessible and equitable programs. It is important for members of .he adult education profession to remain actively involved in determining which directions the field should take and in articulating the related issues.

o **An analysis of the trends and issues reveals efforts to develop and improve the knowledge base.** The knowledge base of adult education has been criticized for its fragmented nature and for the failure of adult educators to build on it when developing new research and theory. Although there is still much work to be done, there is evidence that in the area of adult learning research and theory, efforts are aimed at moving the knowledge base forward. The emerging area of history also provides evidence that new contributions are moving beyond mere description into an examination of the larger context.

o **Trends and issues in adult education are interrelated.** Although treated as separate entities in this paper, there are many relationships between and among trends and issues in adult

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education. For example, it is difficult to discuss directions in adult literacy education without considering the need to provide more accessible and equitable programs. The issue of access and equity, in turn, is related to the need to improve the knowledge base in adult learning. Increased knowledge about participation, an important area of adult learning research, can lead to the development of more access.ble and equitable programs. Finally, the issues surrounding certification and ethics are actually outgrowths of the trend toward the professionalization of the field.

o Trends and issues must be assessed over a period of time to understand fully how the field is changing and developing. Although this paper drew primarily upon recent literature (that published in 1987 and 1988) to describe trends and issues in adult education, these trends and issues can only be fully understood by examining them over a much longer period. For example, there has been much movement in the trend related to adult literacy education during the 1980s, but these changes need to be assessed in terms of the 1960s and the 1970s if they are to be understood in the total context of the contemporary literacy movement. In addition, the developments in research related to participation cannot be fully appreciated without an understanding of the development of the entire body of research in that area.

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